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ABSTRACT

This report, the second in a series on student financial aid, examines the effects of changes in the design of the Pell Grant Program on applicant eligibility over the 16 years between 1973-74 and 1988-89. The study is an outgrowth of a project undertaken in 1983-84 which attempted to identify the many decisions that constituted the design of each year's Pell Grant Program. The report's three main sections discuss the following topics and subtopics: (1) effects of changes on Pell Grant eligibility (presenting four dependent cases and four independent cases); (2) eligibility design components of the Pell Grant program (classes of eligible applicants, student aid index formula, allowable college costs, and payment schedule); and (3) implications for applicant eligibility (dependent gainers, and independent gainers and losers. It is concluded that, during the 16-year life span of the Pell Grant Program, Congress has shifted the focus of Pell Grants away from lowest resource aid applicants toward applicants from more middle income backgrounds, and this shifting focus will continue in the 1988-89 award year. Applicants whose income and assets produced the highest eligibility for Pell Grants have seen the maximum Pell Grant increase by 50% since 1975-76. During this same time period, the college costs they faced increased about 150%. Pell Grants have lost purchasing power since 1975-76 for six of the eight Pell applicant cases examined in this study. Eighteen figures are included and 19 tables are appended. Contains nine references. (SM)

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Pell Grant Program Changes and Their Effects on Applicant Eligibility 1973-74 to 1988-89

Thomas G. Mortenson

May 1988

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PELL GRANT PROGRAM CHANGES AND THEIR EFFECTS ON APPLICANT ELIGIBILITY 1973-74 TO 1988-89

Thomas G. Mortenson

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ABSTRACT

This paper examines the effects of changes in the design of the Pell Grant Program on applicant eligibility over the 16 years between 1973-74 and 1988-89. The primary measure of these effects is the purchasing power of the Pell Grant for financial aid applicants relative to the college attendance costs they face. The eligibility for Pell Grants is determined for representative dependent and independent cases at three kinds of higher educational institutions. This eligibility is compared to the actual college attendance costs faced by students attending these colleges. The paper then identifies the design components of the Pell Grant Program that have been changed in ways that alter applicant eligibility for Grants, and explores their implications.

The paper concludes that during the sixteen year life span of the Pell Grant Program, Congress has shifted the focus of Pell Grants away from lowest resource aid applicants toward applicants from more middle income backgrounds, and that this shifting focus will continue in the 1988-89 award year. Applicants whose income and assets produced the highest eligibility for Pell Grants have seen the maximum Pell Grant increase by 50% since 1975-76. During this same period of time, the college costs they faced increased by about 150%. Pell Grants have lost purchasing power since 1975-76 for six of the eight Pell applicant cases examined in this study. In only one case did applicant eligibility increase.

Other students with discretionary income above amounts protected from assessment toward the family contribution have received new or expanded eligibility as a result of program changes made by Congress. These changes include reduced assessment rates against discretionary income, the addition of an allowance for state and local taxes, and increased multiple student offsets--changes that benefit only higher income applicants with discretionary family resources.

Under the constraint of limited program funding, the enhancements to Pell eligibility for the applicants who gained eligibility have been financed partially but significantly by the loss of Pell Grant purchasing power for those who were the original focus of the Basic Educational Opportunity Grant Program.

ACKNOWLEDGMENTS

This study was an outgrowth of a project undertaken by Shelley Holtman Winking at the Illinois State Scholarship Commission, Springfield, Illinois, in 1983-84. The original project was an attempt to identify the many decisions that constituted the design of each year's Pell Grant Program. Shelley undertook the study as a part of an internship with ISSC, under the supervision of the current author.

The project was revived and extended by the author in 1987-88 as a part of a series of studies examining financial aid in relation to minority student enrollment problems in American higher education. During this study, several individuals provided valuable information and suggestions. Among them were Steve Carter, Policy and Development Office, Office of Student Financial Assistance, U.S. Department of Education; Art Hauptman and Pat Smith, Division of Governmental Relations, American Council on Education; Maureen McLaughlin, Congressional Budget Office; and Mark Heffron and Mike Simpson, Student Needs Analysis Services, The American College Testing Program. The final paper was greatly improved by their commentary. Its deficiencies are, however, the responsibility of the author.

PELL GRANT PROGRAM CHANGES AND THEIR EFFECTS ON APPLICANT ELIGIBILITY 1973-74 TO 1988-89

By Thomas G. Mortenson

Introduction

Purposes of Paper

Since the beginning of the Pell Grant Program in 1973-74, appropriations provided for grants to applicants have increased nearly every year. But so has the number of applicants, and so too have the college costs that they have faced. The financial need presented by applicants has grown faster than appropriations. As a result, the Pell Grants available to most classes of applicants have lost purchasing power since 1975-76 compared to the college attendance costs they are intended to help finance.

This loss in purchasing power of Pell Grants results directly from faster growth in the financial need of applicants than growth in dollars provided by Congress. Program funding need is the product of application volume and the need presented on each application. That need - the difference between college attendance costs and the resources available to applicants - is multiplied by the combined effects of college attendance costs increasing faster than inflation and the growth in low income Pell applicants, particularly older, independent students. These demands on Pell Program resources are largely determined by economic forces beyond the influence or control of Congress.

One additional factor in the only partially funded growth in need of Pell Grant applicants is under the direct control of Congress and is the focus of this paper. That is the expanded eligibility for Pell Grants for individuals from incomes above the poverty level. Congress has extended Pell Grant eligibility through program changes enacted primarily in the Middle Income Student Assistance Act in 1978 and the Education Amendments of 1986. Thus, in addition to only partially funded growth in external demands on Pell Grant Program resources, Congress has added unfunded demands of its own to make more students more eligible for limited Program funds. Congress, through deliberate action, has shifted resources for increases in the maximum grant available to the lowest income Pell Grant applicants to others from higher income levels.

This loss of purchasing power for the foundation of all student aid programs has implications for the equity of higher educational opportunity goals of need-based student aid. Lowest income applicants--those judged unable to contribute toward the financing of their college costs--must turn to other forms of financial aid such as loans or employment to pay college expenses. Each alternative imposes current or future obligations on the applicant that grants such as Pell do not. To some degree, there are enrollment consequences from this shift.

The Pell Grant Program, therefore, remains the first and most important aid program for low income financial aid applicants.

Pell Grant Program Background

The federal Basic Educational Opportunity Grant Program was designed by Congress in the early 1970s to be the floor of the eligible student's financial aid package to help defray the costs of postsecondary education (Gladieux and Wolanin, 1976). Today the Program--now called the Pell Grant Program--remains largely true to that concept of its original mission. However, changes to the Program have been made by Congress during subsequent legislative reauthorizations (Hartle and Stedman, 1986). These changes have altered both student eligibility for the Grants as well as the purchasing power of the Grants relative to the college costs applicants face. The eligibility for Pell Grant aid of some groups of students has been increased by these changes, while for others eligibility has been reduced or eliminated.

This paper examines the effect of changes made in the design components of the Pell Grant Program on applicant eligibility since the Program's first year of operation in 1973-74. These changes were made primarily in the 1978 Middle Income Student Assistance Act and the 1986 Education Amendments to the Higher Education Act of 1965. The four Program design components examined in this paper are: classes of eligible applicants, the formulas used to determine family contribution, college costs allowed, and the payment schedule.

The net effect of these Program design components on applicants is illustrated by calculating full-time Pell Grant eligibility for four dependent and four independent cases that remain constant over time. That is, income is expressed in constant dollars and family circumstances are fixed for the period from 1973-74 through 1988-89. Grants are calculated for these eight cases under three enrollment situations: an average cost public two-year college where the student lives off campus, and average cost public and private four-year colleges where the student lives on campus.

The net effect of Program design changes on Grant applicant eligibility over time may be measured in many ways: 1) the expected family contribution (SEI/SAI), 2) the expected family contribution effort (SAI as a percent of income), 3) the amount of the Pell Grant for which the applicant is eligible, 4) the proportion of college budgets covered by the Pell Grant, 5) the amount and proportion of need met by the Pell Grant plus the expected family contribution, 6) the amount and proportion of unmet need remaining after the family contribution and Pell Grant are deducted from these college attendance costs, and 7) by the amount of unmet need expressed as a percent of family income. This paper illustrates Pell Grant purchasing power as a proportion of actual college attendance costs. Additional descriptive measures are provided in appendix tables.

The federal Higher Education Act of 1965 inaugurated the federal commitment to needs-tested grant aid for college students with the Educational Opportunity Grant Program (EOG). This Program was modified and renamed the Supplemental Educational Opportunity Grant Program (SEOG) with the 1972 Amendments to the Higher Education Act. More importantly, Congress at that time created the Basic Educational Opportunity Grant Program (BEOG)--which, since 1980, has been called the Pell Grant Program--with a specific focus on grants directed to low income populations. The original Higher Education Act has been modified substantially and repeatedly since 1965, most notably regarding the Pell Grant Program in 1972, 1978 and 1986.

The focus of BEOG/Pell was the provision of grants to students from lower family incomes based on the demonstrated financial need of applicants to pay college attendance costs. Periodically, Congress has extended Pell Grant eligibility to additional students by changing Program design components. These extensions have primarily benefited applicants with discretionary income beyond the amount protected by family size offsets within the formula.

Table 1 summarizes the scale of the Program since its inception. Between 1973-75 and 1986-87, approximately 57 million applications were submitted to the Pell Grant Program for assistance. Thirty million Grants from these applications have been made, at a total cost of $28 billion. Currently, about one out of every five undergraduate students enrolled in public and private colleges in the U. S. is receiving a Pell Grant to help finance college attendance costs.

Note in Table 1 the changing proportion of official (unduplicated) applications that eventually become Pell Grant recipients. Changes in this proportion reflect both changing applicant characteristics and changes in the treatment of their applications under changing laws and rules governing the Pell Grant Program. Table A-1 in the Appendix provides more detail for this table.

TABLE 1
Pell Grant Program Summary Data
1973-74 to 1986-87

Award Year	Official Applicants	Pell Grant Recipients	% Recip	Dollars Paid (000)	Mean Grant
73-74	512,866	176,000	34.3%	$ 47,054	$ 267
74-75	1,304,877	553,653	42.4	349,544	631
75-76	2,339,337	1,220,744	52.2	912,115	747
76-77	3,590,379	1,948,329	54.3	1,451,126	745
77-78	3,844,047	2,028,208	52.8	1,511,916	745
78-79	3,885,393	1,914,673	49.3	1,540,788	805
79-80	4,186,716	2,717,913	64.9	2,358,689	868
80-81	4,825,420	2,845,870	59.0	2,388,750	839
81-82	4,945,760	2,784,463	57.5	2,297,421	825
82-83	5,118,558	2,612,571	51.0	2,417,811	925
83-84	5,453,548	2,848,587	52.2	2,792,117	980
84-85	5,514,029	2,833,345	51.4	3,035,191	1,071
85-86	5,627,131	2,910,174	51.7	3,572,006	1,227
86-87	5,834,277	2,763,408	47.9	3,398,795	1,230
Total	56,982,338	30,157,938	52.9	$28,073,323	$ 931

Source: Appendix Table A-1.

Effects of Changes on Pell Grant Eligibility

To illustrate the effects of changes in the four areas of Program design on applicant eligibility, four dependent and four independent cases that are representative of applicant situations have been selected. Their respective Pell Grants were calculated at off-campus average cost public two-year, on-campus public four-year and on-campus private four-year colleges for each year 1973-74 through 1988-89. Note that for each case, applicant circumstances do not change. Therefore, changes in Pell Grant eligibility over time are the result of changes in Program design and changes in the college costs that Pell Grants are designed to address.

Dependent Cases

The four dependent cases selected for testing are the following:

- **Case D1:** Pell applicant from a family of four, one wage earner, one in college, family income at poverty level, and no assessable assets.
- **Case D2:** Pell applicant from a family of four, one wage earner, one in college, family income at the Bureau of Labor Statistics lower budget level for a family of four, and no assessable assets.
- **Case D3:** Pell applicant from a family of four, one wage earner, one in college, family income at the BLS intermediate budget level, and no assessable assets.
- **Case D4:** Pell applicant from a family of four, one wage earner, two in college, family income at the BLS intermediate budget level, and no assessable assets.

The Pell Grants received by dependent applicants in the above cases are presented in Table 2.

TABLE 2

Pell Grant Eligibility for Dependent Applicants
1973-74 to 1988-89

Academic Award Yr	Case D1: Poverty Income Pub 2	Pub 4	Priv4	Case D2: BLS Lower Budget Pub 2	Pub 4	Priv4	Case D3: BLS Intermediate Pub 2	Pub 4	Priv4	Case D4: BLS Intermediate Pub 2	Pub 4	Priv4
1973-74	$ 452	$ 452	$ 452	$ 263	$ 263	$ 263	$ 0	$ 0	$ 0	$ 102	$ 102	$ 102
1974-75	888	988	1050	578	578	578	0	0	0	188	188	188
1975-76	862	1038	1400	776	776	776	0	0	0	0	0	0
1976-77	888	1112	1400	776	776	776	0	0	0	0	0	0
1977-78	912	1162	1400	726	726	726	0	0	0	0	0	0
1978-79	912	1212	1600	912	956	956	0	0	0	214	214	214
1979-80	938	1288	1800	938	1288	1375	776	776	776	912	1076	1076
1980-81	938	1412	1800	888	1326	1326	676	676	676	888	976	976
1981-82	882	1482	1596	882	1096	1096	346	346	346	746	746	746
1982-83	988	1604	1604	983	983	983	0	0	0	293	293	293
1983-84	1013	1705	1725	1013	1125	1125	0	0	0	425	425	425
1984-85	1275	1850	1850	1150	1150	1150	0	0	0	450	450	450
1985-86	1590	2050	2050	1350	1350	1350	0	0	0	450	450	450
1986-87	1590	2050	2050	921	1130	1130	0	0	0	0	0	0
1987-88	1590	2050	2050	1250	1250	1250	0	0	0	350	350	350
1988-89	1770	2190	2200	1550	1550	1550	0	0	0	1050	1050	1050

Source: Appendix Table A-7.

Figures 1 through 4 on the following pages illustrate the proportion of actual college attendance costs covered by the Pell Grants available to applicants in the four cases at each of the three types of colleges the applicant might attend. The actual college attendance costs used in this study are shown in Appendix Table A-2 and are based on national average tuition and fee and room and board data collected by the U.S. Department of Education, and other direct and indirect college attendance cost data collected through surveys by the California Student Aid Commission. (A future ACT Financial Aid Research Report will provide more of this data for the purpose of constructing College Attendance Price Indices.)

Figure 1 represents the purchasing power of the Pell Grant available to a dependent applicant from poverty level family income. After the first two years of start up of the original Basic Educational Opportunity Grant Program in 1973-74 and 1974-75, a fully funded Pell payment schedule was achieved in 1975-76 (although only freshmen, sophomores and juniors were eligible for Grants that year). Since 1975-76, the purchasing power of the Grant compared to actual college attendance costs has decreased. At a public four-year college, Grants that covered 36% of college costs in 1975-76 dropped to about 31% by 1988-89. The available Grant went from 31% of college costs at a public two-year college in 1975-76 to about 25% by 1988-89. If the student

had faced attendance costs at a private four-year college, the purchasing power of the Grant would have dropped from 30% to 17% during this time period.

Figure 2 shows the purchasing power of the Pell Grant for a student from a Bureau of Labor Statistics (BLS) lower level family income level. Here again the available Grant has lost purchasing power relative to college costs. The proportion of college budgets covered by Pell dropped from about 28% to 22% in public two-year colleges between 1975-76 and 1988-89, from 27% to 22% in public four-year, and from 17% to 12% in private four-year colleges.

Figure 3 shows the purchasing power of the Pell Grant for a student from a BLS intermediate budget level family income with one family member enrolled in college. Here the applicant would have been eligible for a Pell Grant only during the three year period of the Middle Income Student Assistance Act, beginning with 1979-80. For this relatively brief period, the applicant qualified for a Pell Grant at all three institutional types, for amounts that covered as much as 22% of actual college attendance costs. Since 1982-83, however, applicants for Grant assistance have not qualified for aid.

Figure 4 shows the purchasing power of a Pell Grant for an applicant from a BLS intermediate family income with two children from the same family enrolled in college at the same time. In this case, eligibility was for Grant assistance that fluctuated substantially over the life of the Program. Eligibility peaked during the MISAA years of 1978-79 through 1980-81, and will rise again in 1988-89.

FIGURE 1

PERCENT OF COLLEGE COSTS COVERED BY PELL GRANT
FOR A DEPENDENT STUDENT FROM POVERTY LEVEL FAMILY INCOME
AT THREE TYPES OF COLLEGES
1973-74 TO 1988-89

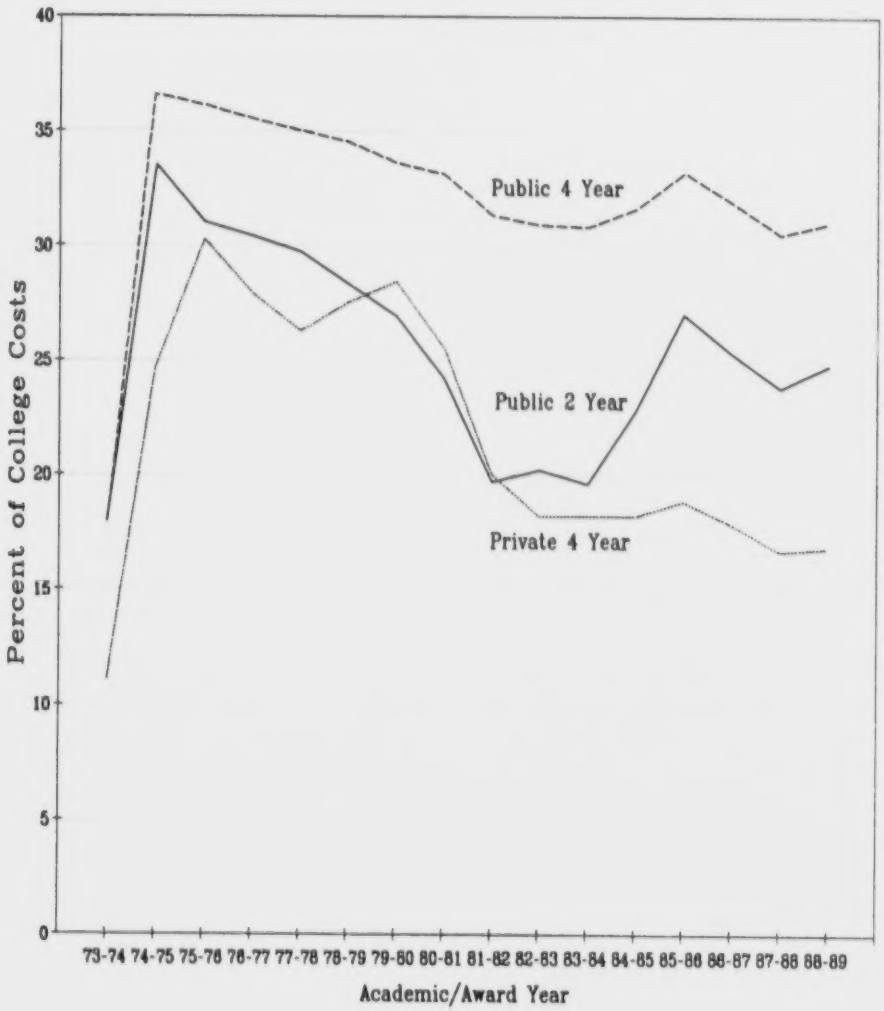


FIGURE 2

PERCENT OF COLLEGE COSTS COVERED BY PELL GRANT
FOR A DEPENDENT STUDENT FROM BLS LOWER LEVEL FAMILY INCOME
AT THREE TYPES OF COLLEGES
1973-74 TO 1988-89

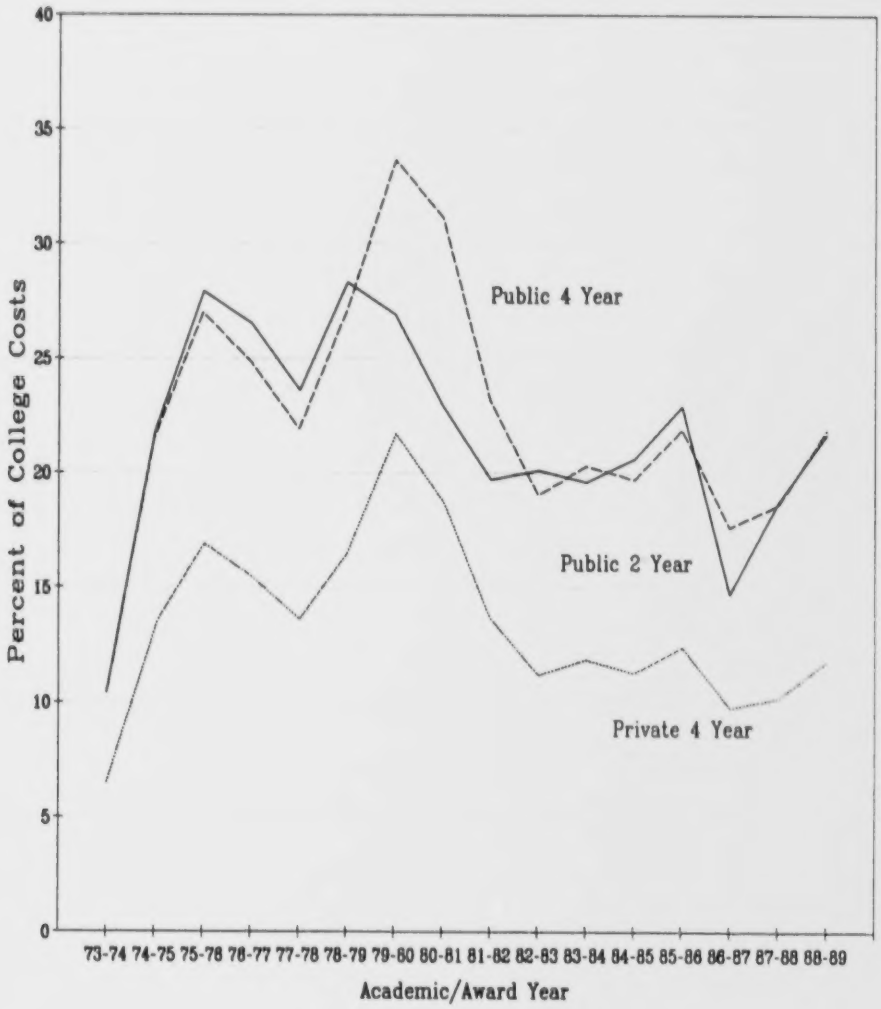


FIGURE 3

PERCENT OF COLLEGE COSTS COVERED BY PELL GRANT
FOR A DEPENDENT STUDENT FROM BLS INTERMEDIATE LEVEL FAMILY INCOME
AT THREE TYPES OF COLLEGES
1973-74 TO 1988-89

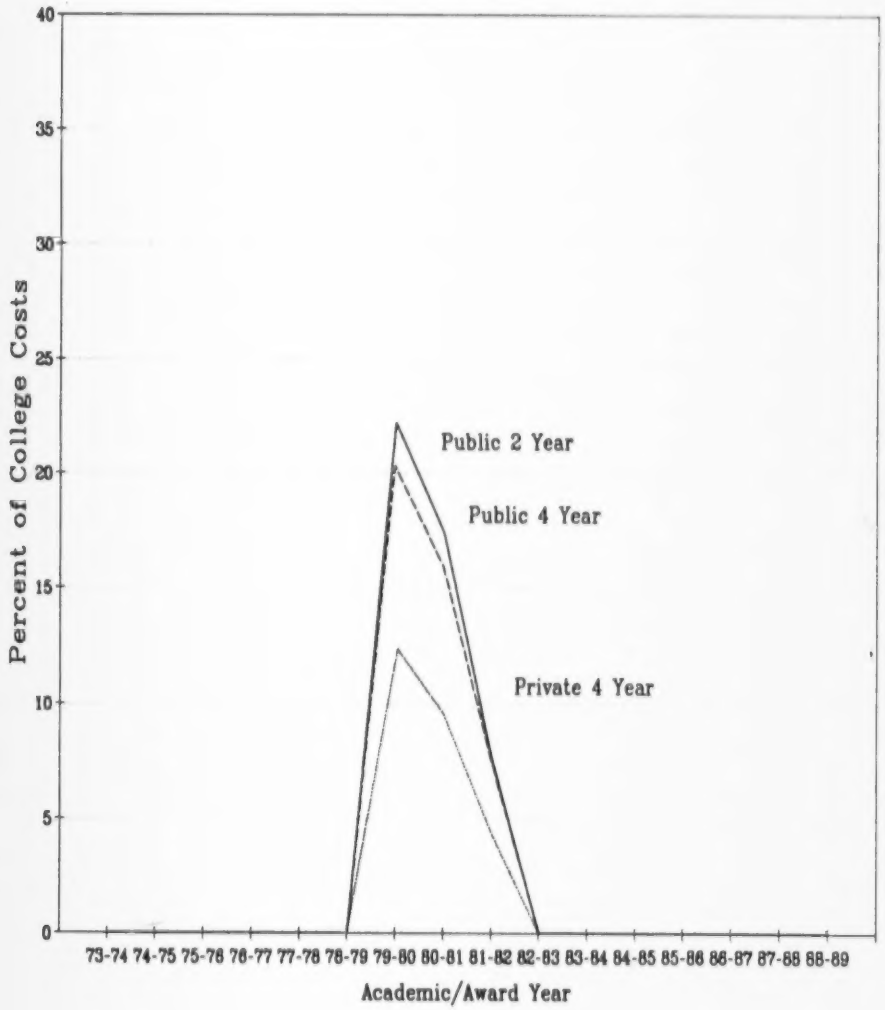
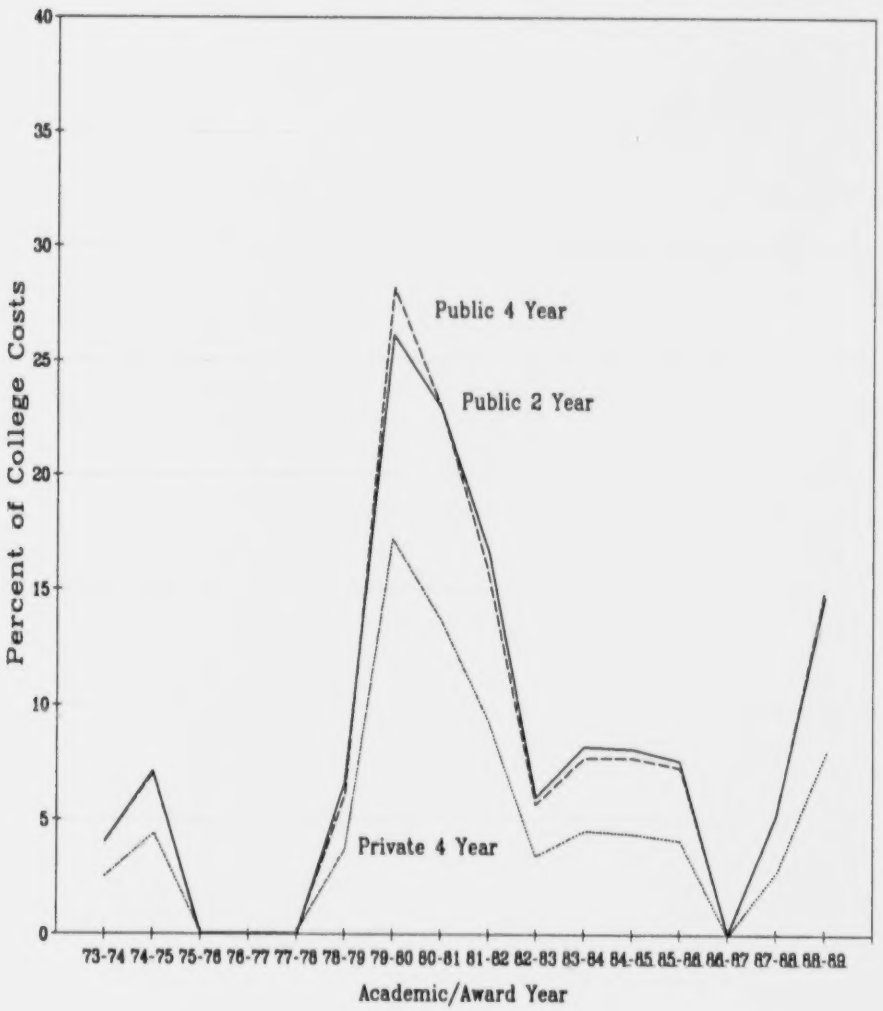


FIGURE 4

PERCENT OF COLLEGE COSTS COVERED BY PELL GRANT
FOR A DEPENDENT STUDENT FROM BLS INTERMEDIATE BUDGET
FAMILY INCOME, TWO IN COLLEGE, AT THREE TYPES OF COLLEGES
1973-74 TO 1988-89



Independent Cases

The four independent cases selected for testing are the following:
- **Case I1:** Pell applicant who is single, with income at 50% of the poverty level, no assets.
- **Case I2:** Pell applicant who is single, with income at 100% of the poverty level, no assets.
- **Case I3:** Pell applicant who is single, with one dependent, with unearned income at 100% of poverty level, no assets.
- **Case I4:** Pell applicant who is married, with income at 150% of poverty level, one in college and no assets.

When Pell applicant eligibility is calculated for these four cases at the three types of colleges used in the previous, dependent case examination, the applicants would be eligible for the following Grant amounts.

Table 3
Pell Grant Eligibility for Independent Applicants
1973-74 to 1988-89

	Case I1: Single, Income at 50% of Poverty			Case I2: Single, Income at 100% of Poverty			Case I3: Single, Dependent Inc. 100% Poverty			Case I4: Married, Income 150% of Poverty		
Academic Award Yr	Pub 2	Pub 4	Priv4	Pub 2	Pub 4	Priv4	Pub 2	Pub 4	Priv4	Pub 2	Pub 4	Priv4
1973-74	$ 363	$ 363	$ 363	$ 70	$ 70	$ 703	$ 443	$ 443	$ 443	$ 217	$ 217	$ 217
1974-75	776	876	882	162	162	162	888	988	1050	578	578	578
1975-76	862	1038	1176	226	226	226	862	1038	1400	776	776	776
1976-77	888	1112	1126	0	0	0	888	1112	1400	676	676	676
1977-78	912	1076	1076	0	0	0	912	1162	1400	626	626	626
1978-79	912	1212	1312	214	214	214	912	1212	1580	758	758	758
1979-80	938	1288	1800	938	1288	1800	938	1288	1800	826	826	826
1980-81	888	1362	1750	888	1362	1750	888	1362	1750	888	1226	1226
1981-82	882	1482	1670	882	1446	1446	882	1482	1596	882	946	946
1982-83	988	1674	1674	988	1465	1465	988	1651	1651	858	858	858
1983-84	1013	1800	1800	1013	1575	1575	1013	1675	1675	975	975	975
1984-85	1275	1900	1900	1275	1750	1750	1275	1750	1750	1050	1050	1050
1985-86	1590	2100	2100	1590	1950	1950	1590	1950	1950	1150	1150	1150
1986-87	1590	2100	2100	1590	1930	1930	1590	1950	1950	565	565	565
1987-88	1590	2100	2100	1590	1850	1850	1590	1950	1950	1050	1050	1050
1988-89	1770	2190	2200	1770	2190	2200	1770	2190	2200	0	0	0

Source: Appendix Table A-12.

Table 3 shows gains and losses in eligibility for independent Pell applicants over the life of the Program. Single independents with incomes at the federal poverty level have gained eligibility, especially since 1979-80. On the other hand, married independent Pell applicants with incomes at 150% of the poverty level where only one member is in college will lose all of their Pell eligibility in 1988-89.

The charts on the following pages illustrate changing Pell applicant eligibility, and met and unmet need for the four cases since 1973-74.

FIGURE 5

PERCENT OF COLLEGE COSTS COVERED BY PELL GRANT
FOR A SINGLE INDEPENDENT STUDENT WITH INCOME AT 50% OF
POVERTY LEVEL, AT THREE TYPES OF COLLEGES
1973-74 TO 1988-89

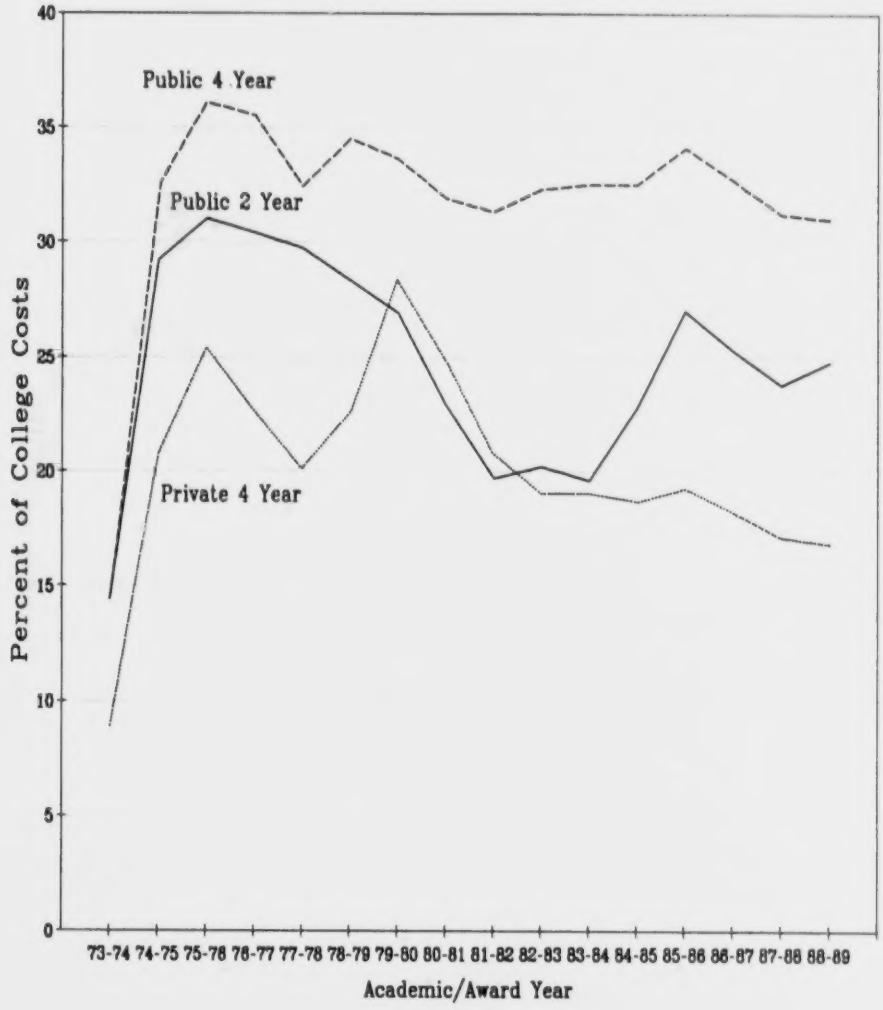


FIGURE 6

PERCENT OF COLLEGE COSTS COVERED BY PELL GRANT
FOR A SINGLE INDEPENDENT STUDENT WITH INCOME AT 100% OF
POVERTY LEVEL, AT THREE TYPES OF COLLEGES
1973-74 TO 1988-89

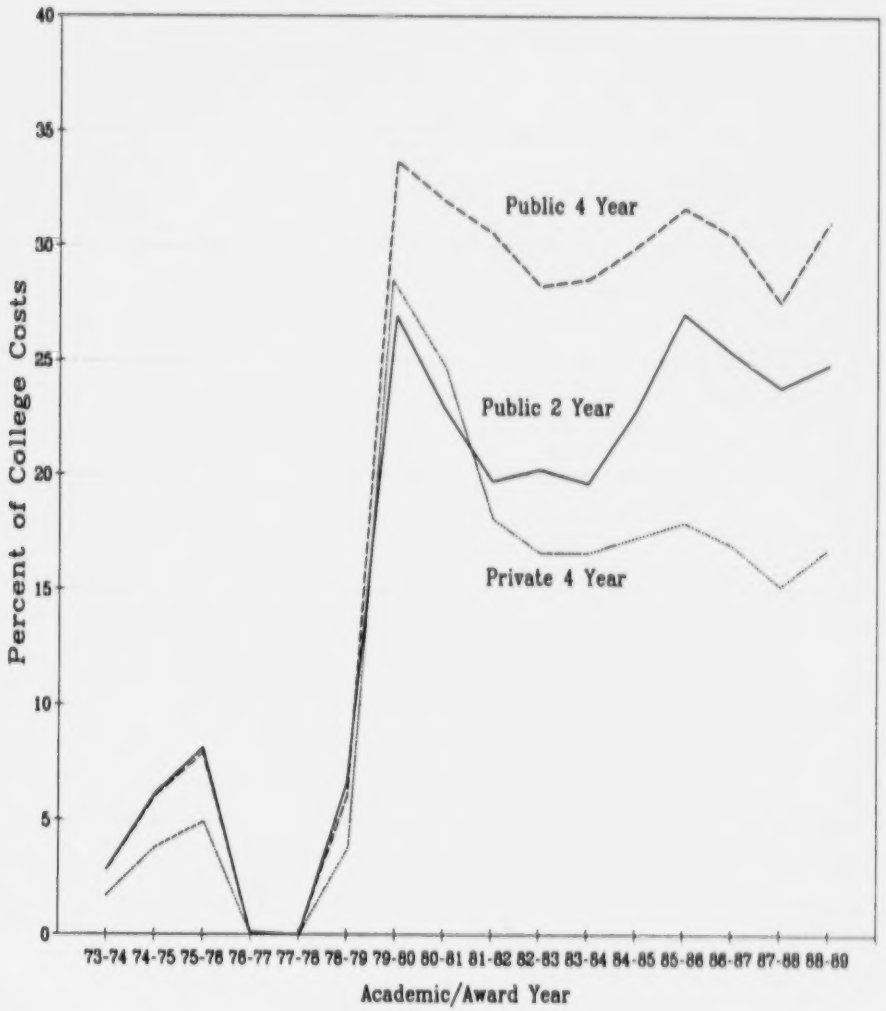


FIGURE 7

PERCENT OF COLLEGE COSTS COVERED BY PELL GRANT
FOR AN UNMARRIED INDEPENDENT STUDENT WITH A CHILD,
INCOME AT 100% OF POVERTY LEVEL, AT THREE TYPES OF COLLEGES
1973-74 TO 1988-89

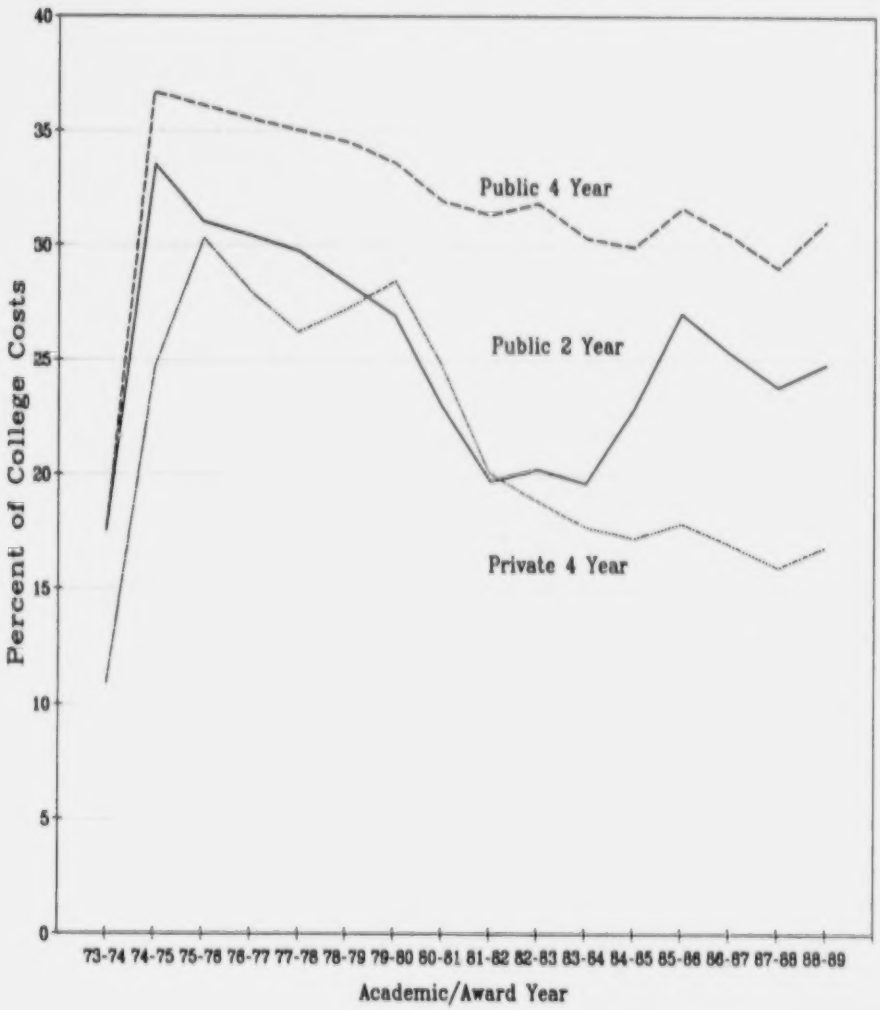
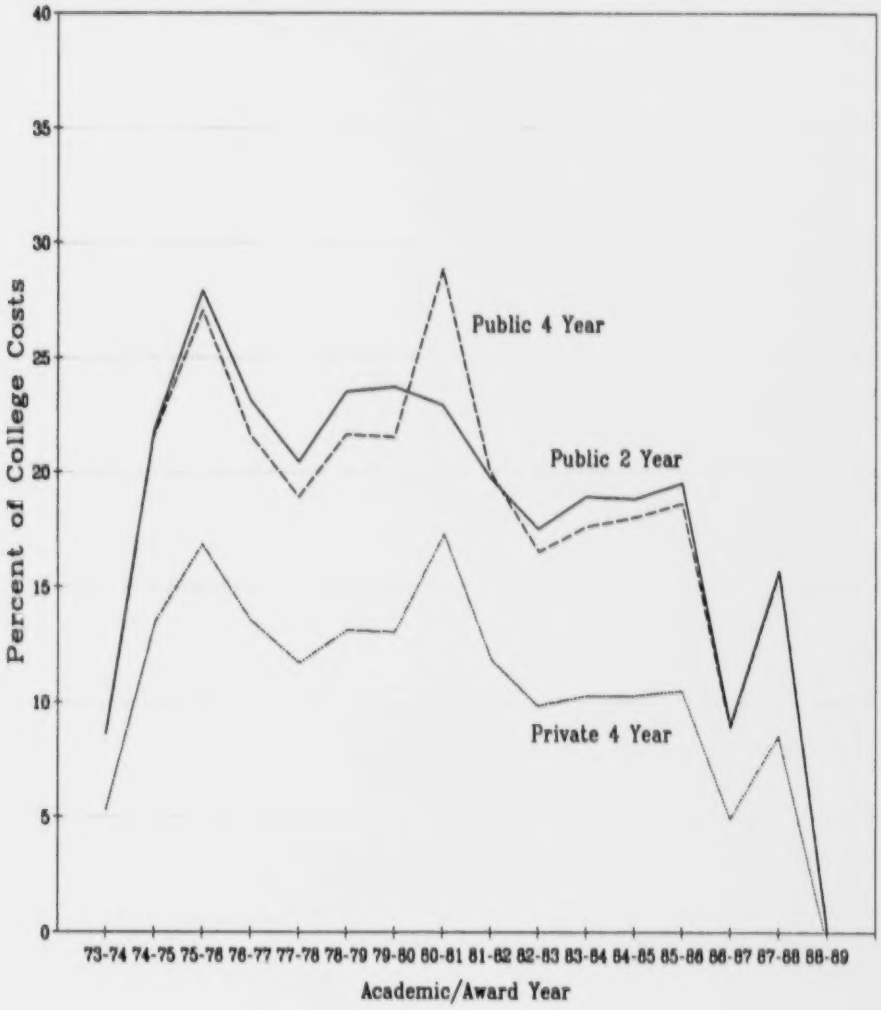


FIGURE 8

PERCENT OF COLLEGE COSTS COVERED BY PELL GRANT
FOR AN INDEPENDENT MARRIED STUDENT, WITH INCOME
AT 150% OF POVERTY LEVEL, AT THREE TYPES OF COLLEGES
1973-74 TO 1988-89



Eligibility Design Components of the Pell Grant Program

The original federal objective of the Pell Grant Program was to assist low income aid applicants to finance their higher educational attendance costs through the provision of a grant. The federal policy has been clear and consistent that Pell alone would not cover all college attendance costs - only as much as about half of the attendance costs recognized in the Program - but Pell Grants would be the first source of aid in financing college costs. With this Grant as the floor of the applicant's aid package, other financial aid from other federal, state and institutional sources would be used to complete the financing of the student's direct and indirect college attendance costs.

To fulfill the above role, the Pell Grant Program consists of Program design elements that determine applicant eligibility for the Grant. These design elements are: 1) specified classes of eligible applicants, 2) Student Aid Index formula, 3) allowable college costs, and 4) the payment schedule. Each of these is described below.

Classes of Eligible Applicants

Since the beginning of the Program, applicants for aid have been required to meet specified criteria in order to be eligible for consideration of a Pell Grant. During the first year of the Program in 1973-74, this list consisted of just three eligibility criteria: the applicant had to have begun studies after July 1, 1973 (thereby limiting eligibility to freshmen), be enrolled full-time and at an eligible institution. Gradually, this list has been expanded to address additional federal concerns and now includes over a dozen applicant eligibility criteria.

Table 4 on the following page summarizes the classes of Pell applicants that are eligible for consideration. In many respects, eligibility has been greatly expanded since the Program's first year: freshmen eligibility in 1973-74 was expanded to include all undergraduates by 1976-77, and full-time enrollment was replaced by half-time enrollment in 1975-76; this, in turn, could be replaced by less than half-time enrollment as early as 1989-90.

In other respects, applicant eligibility has been restricted in ways that address specific Congressional concerns. For example, in 1983-84 Congress implemented the requirement that students make satisfactory academic progress towards completion of their programs of study while receiving Pell Grants. Congress has also established applicant eligibility standards that eliminate applicant eligibility for those who have defaulted on a federal student loan, who owe refunds on prior Pell or SEOG Grants, or for males who have not registered with the Selective Service. As Congress chooses to address other issues in the public policy arena, additional changes can be expected in applicant eligibility criteria in the future.

Student Aid Index Formula

Pell applicant eligibility is carefully examined through formulas adopted to assess applicant and family ability to finance college attendance costs from their own resources. At this stage, formulas requiring detailed family information reflect Congressional judgments concerning what families need to

Table 4
Classes of Eligible Applicants

Academic/ Award Year	Year in School	Enrollment Status: Limit	Full-Time	Half-Time	Elig School	Elig Program	Citizen Elig Non-Cit	Satisfactory Academic Progress	No Default On Student Loan	Not Owe Refund on Pell/SEOG	Registered With Selective Service
1973-74	FR	After 7/1/73	Y	N	Y						
1974-75	FR+SO	After 4/1/73	Y	N	Y	Y					
1975-76	FR+SO+JR	After 4/1/73	Y	Y	Y	Y	Y				
1976-77	Under-grad	4 years	Y	Y	Y	Y	Y				
1977-78	"	4 years	Y	Y	Y	Y	Y				
1978-79	"	4 years	Y	Y	Y	Y	Y				
1979-80	"	4 years	Y	Y	Y	Y	Y				
1980-81	"	4 years	Y	Y	Y	Y	Y				
1981-82	"	none	Y	Y	Y	Y	Y				
1982-83	"	none	Y	Y	Y	Y	Y				
1983-84	"	none	Y	Y	Y	Y	Y	Y			
1984-85	"	none	Y	Y	Y	Y	Y	Y	Y	Y	Y
1985-86	"	none	Y	Y	Y	Y	Y	Y	Y	Y	Y
1986-87	"	none	Y	Y	Y	Y	Y	Y	Y	Y	Y
1987-88	"	none	Y	Y	Y	Y	Y	Y	Y	Y	Y
1988-89	"	5 years	Y	Y							

provide for themselves, and, of the remainder, what is to be expected from the Pell applicant (and his or her family) toward financing college attendance costs. The result is a financial expectation from family resources originally called Student Eligibility Index (SEI), and in 1982-83 renamed the Student Aid Index (SAI). While this number appears as a pure index value, the Pell Program derives this as a dollar amount. Separate formulas are used for dependent and independent Pell applicants. The phases of this determination are outlined briefly below.

Dependent/independent student status: Table 5 summarizes the changing definitions of dependency used in the Pell Grant Program since its inception. Basically, Congress has looked at three criteria to determine student status: Has applicant been claimed as an exemption on the parent's federal tax return? Has the applicant received more than a specified sum of cash or in kind from parents? Has the applicant lived in the home of the parent? Changes were made in these criteria in 1979-80 (MISAA), and further changes contained in the 1986 Amendments became effective in 1987-88.

TABLE 5

Independent Status Definition in Pell Grant Program
1973-74 to 1988-89

Academic/ Award Year	Exemption claimed on Parent's Tax Return	Parental Contribution Limit	Time Limit in Parent's Home
1973-74	Not claimed in prior/current/ following year	$600, in cash or in kind, prior/current, following year	2 consecutive weeks in prior/current/ following year
1974-75	"	"	"
1975-76	"	"	"
1976-77	"	"	"
1977-78	"	"	"
1978-79	"	"	"
1979-80	"	$750	6 weeks
1980-81	"	"	"
1981-82	"	$1000	"
1982-83	"	$750	"
1983-84	"	"	"
1984-85	"	"	"
1985-86	"	"	"
1986-87	"	"	"
1987-88	"	Was at least 24. Was a veteran. Orphan or ward of the court. Own dependents. More than $4000 in resources. Married/ or professional student.	
1988-89	"		

Source: OSFA, U.S. Department of Education.

Dependent SAI formula: The Pell formula's analysis of the dependent applicant and his/her family's ability to finance college attendance costs follows commonly used methods of ability to pay models, of which income tax models are a familiar example. However, assets also enter into this analysis, as do other factors relevant to college attendance. The general dependent Pell model is clearly spelled out in Pell work sheets:

Family income:	Parent's income
	+ Married couple working deduction
	+ Parent's social security benefits
	+ Parent's AFDC
	+ Parent's other income and benefits
	+ 1/2 Student's Veteran's benefits
	- Parent's federal income taxes
	- Family size offset
	- Employment expense offset
	- Elementary/secondary tuition
	= Parent's discretionary income
	x Assessment rates
	= Contribution from family income
Parent's assets:	Net value of parents' assets
	- Asset reserve
	+ Parents' other net assets
	- Asset reserve
	x Assessment rate
	= Contribution from parents' assets
Parental contribution:	Contribution from family income
	+ Contribution from parents' assets
	x Multiple student adjustment
	= Total parental contribution
Student's assets	Net value of assets
	x Assessment rate
	= Contribution from student assets
Student's income	Student's taxable income
	- Federal income taxes paid
	+ Student's untaxed income and benefits
	- Dependent student offset
	x Assessment rate
	= Contribution from student income
Student Aid Index	Total parental contribution
	+ Contribution from student assets
	+ Contribution from student income
	= Student Aid Index

For the purpose of the analysis of effects of changing Pell Grant Program design attributes on applicant eligibility, parent and student variable inputs are held constant in this study. Therefore, changes in observed applicant

Table 6
Pell Grant Formula Major Features Changed Since Inception

Academic Award Year	Taxes Allowed	Family Size Offset 1	2	3	4	5	6	7	Each Addl	Discretionary Income Assessment Rate: Dependent	Independent: Single	Married With Spouse	Other Than Spouse	Multiple Student Offset 1	2	3	4
1973-74	FED	700	2800	3350	4300	5050	5700	6300	700	$1-4999:20% $5000+:$1000+30%	75%	50%	40%	100%	70%	50%	40%
1974-75	"	850	3050	3650	4650	5500	6200	6900	700	"	"	"	"	"	"	"	"
1975-76	"	950	3400	4100	5200	6150	6950	7700	800*	"	"	"	"	"	"	"	"
1976-77	"	1000	3650	4400	5600	6600	7500	8300	850	"	"	"	"	"	"	"	"
1977-78	"	1050	3850	4650	5900	6950	7900	8750	900*	"	"	"	"	"	"	"	"
1978-79	"	1100	4100	4950	6300	7400	8400	9300	950*	"	"	"	"	"	"	"	"
1979-80	"	3450	4450	5400	6850	8050	9150	10100	1000*	10.5%	"	"	"	"	"	"	"
1980-81	"	3850	5000	6050	7700	9050	10250	11350	1150*	"	"	25%	25%	"	"	"	"
1981-82	"	3850	5000	6050	7700	9050	10250	11350	1150*	"	"	"	"	"	"	"	"
1982-83	"	4200	5450	6600	8400	9900	11200	12450	1250	$1-5000:11% $5-10k:$550+13%	"	"	"	"	"	"	"
1983-84	"	4500	5800	7100	9000	10600	12000	13400	1400	$10k-15k:$1200+18% $15k+:$2100+25%	"	"	"	"	"	"	"
1984-85	"	4700	6000	7300	9300	11000	12400	14000	1600	"	"	"	"	"	"	"	"
1985-86	"	4900	6200	7500	9300	11000	12400	14000	1600	"	"	"	"	"	"	"	"
1986-87	"	5100	6400	7800	9900	11800	13300	14900	1600	"	"	"	"	"	"	"	"
1987-88	"	5200	6500	8000	10100	12100	13600	15300	1700	"	"	"	"	"	"	"	"
1988-89	FED+STATE	5300	6700	8100	10400	12300	13800	15600	1800	"	"	75%	$1-5000:11% $5-10k:$550+13% $10k-15k:$1200+18% $15k+:$2100+25%	100%	50%	33%	25%

*Approximate.

eligibility were the result of changes in either Program design components (here SAI formula components) or the college attendance costs faced by the Pell applicant.

Table 6 summarizes the major changes in the Pell SAI formula that occurred between 1973-74 and 1988-89. These include the change in the family size offset calculation in 1979-80 and the freezing of that allowance in 1981-82, and the inclusion of the state tax allowance and the change in the multiple student offset in 1988-89.

However, the greatest change in the dependent Pell SAI formula has been in the rates at which discretionary parental income has been assessed to finance college costs. During the first six years of Pell, this rate expected parents to contribute 20% of the first $5000 and 30% of all discretionary income above $5000 toward the college costs of their children. In 1979-80, as a result of the Middle Income Student Assistance Act (MISAA), this rate was dropped to 10.5% for all discretionary income. Three years later, progressivity was partially restored to these rates. The assessment rates that became effective in 1982-83 were 11% on the first $5000 of discretionary parental income, 13% on the next $5000, 18% on the third $5000, and 25% on all discretionary income above $15,000. These rates are well below the rates that existed before MISAA, but above the MISAA-era rates.

Independent SAI formula: While the structure of the Pell dependent formula has been relatively stable over the life of the Program, the structure of the independent formula has not. This independent formula instability is a result of continuing attempts by Congress to design a method of fairly determining an expectation of contribution from independent applicant resources that accommodates a wide variety of independent circumstances. These circumstances include single with and without dependents, married with and without dependents and number enrolled in college one or more than one, and presence or absence of business or farm assets. The continuing attempts to address this issue through redefinition of independent status and changes to assessment rates against discretionary income reflect the difficulties and unresolved problems independent student status presents to Congress.

The simplest independent applicant case is the single student. The 1987-88 structure of the Pell SAI formula for this case is the following:

Student income:	Income
	+ Social Security benefits
	+ Other untaxed income
	+ 1/2 Veteran's educational benefits
	- Federal Income taxes
	- Family size offset
	- Unusual medical expenses
	x Assessment rate
	= Contribution from student income
Student assets:	Net assets
	x Assessment rate
	= Contribution from student assets
Student Aid Index	Contribution from student income
	+ Contribution from student assets
	= Student Aid Index (SAI)

For family sizes greater than one, the Pell independent SAI formula adds steps, such as the multiple student adjustment, and uses assessment rates against income and assets that are lower than for a single student. The general structure of the preceding formula, however, remains similar.

Of particular importance to single independent applicants are the family size offset and assessment rates against discretionary income. Until 1979-80, the family size offset for a family size of one was less than half the federal poverty level. This meant that many single Pell applicants living below the poverty line were unable to qualify for maximum Pell Grants. When the family size offset for a single independent student was increased to the poverty level in 1979-80, SAIs for these students dropped sharply and their resulting Pell Grant eligibility increased.

Also, of particular importance to independent Pell Grant applicants with family size greater than one have been the shifts in assessment rates against discretionary independent family income. Married independent discretionary family income was assessed at 50% from 1973-74 through 1980-81, when it was dropped to 25%. For 1988-89, this will be increased to 75%, making many previously eligible applicants no longer eligible for Pell Grant aid.

For independent families with dependents other than a spouse, the assessment rate has been steadily lowered, from 40% for the first seven years of the Pell Grant Program, to 25% for 1980-81 through 1987-88, to a progressive rate beginning at 11% for 1988-89. These changes, of course, greatly expand applicant eligibility for independents from these circumstances.

Allowable College Costs

The Pell Grant Program allows for the consideration of certain direct and indirect college attendance costs, namely tuition and fees, room and board or an alternative living allowance, and books, supplies and miscellaneous. The allowance for these components will be discussed in more detail shortly.

The Pell Program does not allow for opportunity costs of college attendance. Opportunity costs are frequently recognized in the Pell SAI formula as being present. For example, negative numbers may be calculated when determining expected contribution from parental income, residential assets, other net assets, and at other places in the dependent SAI formula. However, negative numbers are usually increased to zero when they appear in the formula, thus effectively eliminating the consideration of opportunity costs of college attendance for those from lowest income families.

The direct and indirect college attendance costs that Pell does recognize are discussed separately below.

Tuition and fees: Pell considers the actual tuition and fees faced by the applicant for aid to attend college. This is simple and direct.

Books and miscellaneous allowance: The Pell budget allows $400 for books and miscellaneous expenses of college attendance. The same number has been used for all Pell applicant college budgets since the inception of the Program in 1973-74 through 1987-88.

Living allowance: Pell college budgets between 1973-74 and 1987-88 allowed for three living arrangements: home, off campus, and on campus. The campus room and board rate was included in the college budget if the student lived on campus. An allowance for up to $1,600 was made if the student lived off campus, but not at home. An allowance of $1,100 was made for the student who lived at home.

Beginning in 1988-89, the living allowance and the books and supplies allowance will be combined into a single maintenance allowance. This will be $2,200 for all applicants living on or off campus, and $1,600 for those living at home.

Several aspects of this allowance are relevant to the consideration of Pell Grant coverage of actual college attendance costs. First, an allowance for maintenance of the student is also included in the family size offset against family income. Thus, the Pell Grant living allowance may be viewed as an allowance for the marginal living costs associated with college attendance. For the student living at home, the $1,100 allowance may properly be viewed as addressing commuting costs and food away from home.

This sum, however, has remained constant at $1,100 over the sixteen year history of the Program, from 1973-74 through 1987-88, when other prices in the economy (CPI) have increased by 166%. For the student living off campus, this allowance was increased from $1,100 to $1,600 in 1984-85, a 45% increase. Table 7 on the following page summarizes the major dimensions of the allowable cost components of the Pell college budget since 1973-74.

The difference between the Pell allowable college costs and the actual college attendance costs faced by students in the three college/housing settings used in this study is examined in more detail in Table 8. The estimated average college attendance costs actually faced by students includes the direct costs of tuition and fees, and books and supplies. The indirect costs included are average reported costs for food and housing, transportation, and other personal and miscellaneous living costs for nine months. The Pell allowable college costs include not only tuition and fees, living allowance, and books and miscellaneous allowances, but also nine months of marginal maintenance allowance in the family unit.

The results of this comparison show that, in all cases, Pell allowable college costs have not increased as fast as have the actual college attendance costs faced by students. For students living in campus dormitories at a public four-year college, Pell allowances that covered 96% of actual costs in 1973-74 covered 86% by 1987-88, and will probably cover about 59% in 1988-89. The decline was somewhat less for a student at a private four-year college - from 98% to 92% between 1973-74 and 1987-88, to about 77% in 1988-89. However, for a student living off campus at a public two-year college, the Pell allowance that covered 81% of actual college attendance costs in 1973-74 covered just 56% by 1987-88, despite the increase in the off campus living allowance from $1,100 to $1,600 in 1984-85. (Note that different assumptions about dependency will alter this comparison substantially.)

Table 7

Pell Grant Allowable Costs of Attendance

	Tuition & Fees	Books, Supplies & Miscellaneous	Living Allowance			Child Care	Handicapped Expense
			On-Campus	Off-Campus	Home		
1973-74	Actual or Average	$400	Room & Board Actual/Average	$1100	$1100		
1974-75	"	"	"	"	"		
1975-76	"	"	"	"	"		
1976-77	"	"	"	"	"		
1977-78	"	"	"	"	"		
1978-79	"	"	"	"	"		
1979-80	"	"	"	"	"		
1980-81	"	"	"	"	"		
1981-82	"	"	"	"	"		
1982-83	"	"	"	"	"		
1983-84	"	"	"	"	"		
1984-85	"	"	"	$1100-$1600	"		
1985-86	"	"	"	"	"		
1986-87	"	"	"	"	"		
1987-88	"	"	"	"	"	Up to	
1988-89			$2,200	$2,200	$1,600	$1,000	Actual

Source: Pell Grant Payment Schedule

TABLE 8: COMPARISON OF ESTIMATED ACTUAL AVERAGE COLLEGE ATTENDANCE COSTS AND PELL ALLOWABLE COLLEGE COSTS, 1973-74 TO 1987-88

	Academic/Award Year														
	73-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88
PUBLIC 2 YEAR COLLEGE - LIVING OFF CAMPUS															
Estimated Average Actual College Attendance Costs:															
Tuition & Fees	$274	$277	$245	$283	$306	$327	$355	$385	$432	$473	$528	$584	$620	$650	$68
Books & Supplies	$165	$173	$181	$190	$200	$210	$227	$272	$270	$288	$312	$336	$360	$384	$38
Food & Housing	$1,673	$1,755	$1,841	$1,931	$2,025	$2,124	$2,295	$2,547	$2,925	$3,150	$3,330	$3,546	$3,771	$4,014	$4,14
Transportation	$296	$311	$327	$343	$360	$378	$405	$630	$540	$585	$585	$630	$675	$684	$57
Personal/Misc.	$444	$466	$490	$514	$540	$567	$612	$675	$855	$990	$990	$1,116	$1,134	$1,230	$1,33
Total Actual Costs	$2,852	$2,982	$3,084	$3,261	$3,431	$3,606	$3,894	$4,509	$5,022	$5,486	$5,745	$6,212	$6,560	$6,962	$7,11
Pell Allowable College Costs:															
Tuition & Fees	$274	$277	$245	$283	$306	$327	$355	$385	$432	$473	$528	$584	$620	$650	$68
Books & Misc	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$40
Living Allowance	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,600	$1,600	$1,600	$1,60
Maintenance Allow.	$525	$525	$600	$638	$675	$713	$750	$863	$863	$938	$1,050	$1,200	$1,200	$1,200	$1,27
Allow. Pell Budget	$2,299	$2,302	$2,345	$2,421	$2,481	$2,540	$2,605	$2,748	$2,795	$2,911	$3,078	$3,784	$3,820	$3,850	$3,95
Difference	-$553	-$680	-$739	-$840	-$950	-$1,066	-$1,289	-$1,761	-$2,227	-$2,575	-$2,667	-$2,428	-$2,740	-$3,112	-$3,15
Pell % of Actual	80.6%	77.2%	76.0%	74.2%	72.3%	70.4%	66.9%	60.9%	55.7%	53.1%	53.6%	60.9%	58.2%	55.3%	55.6
PUBLIC 4 YEAR COLLEGE - LIVING ON CAMPUS															
Estimated Average Actual College Attendance Costs:															
Tuition & Fees	$463	$448	$469	$564	$596	$622	$662	$721	$813	$936	$1,052	$1,117	$1,200	$1,270	$1,34
Books & Supplies	$141	$170	$163	$189	$196	$202	$211	$225	$250	$263	$300	$313	$329	$358	$37
Room & Board	$1,043	$1,110	$1,188	$1,264	$1,336	$1,405	$1,536	$1,699	$1,888	$2,096	$2,233	$2,401	$2,550	$2,670	$2,79
Other Costs	$872	$968	$1,057	$1,118	$1,189	$1,280	$1,426	$1,619	$1,785	$1,891	$1,948	$2,016	$2,088	$2,120	$2,21
Total Actual Costs	$2,519	$2,696	$2,877	$3,135	$3,317	$3,509	$3,835	$4,264	$4,736	$5,186	$5,533	$5,847	$6,167	$6,418	$6,73
Pell Allowable College Costs:															
Tuition & Fees	$463	$448	$469	$564	$596	$622	$662	$721	$813	$936	$1,052	$1,117	$1,200	$1,270	$1,34
Books & Misc.	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$40
Room & Board	$1,043	$1,110	$1,188	$1,264	$1,336	$1,405	$1,536	$1,699	$1,888	$2,096	$2,233	$2,401	$2,550	$2,670	$2,79
Maintenance Allow.	$525	$525	$600	$638	$675	$713	$750	$863	$863	$938	$1,050	$1,200	$1,200	$1,200	$1,27
Allow. Pell Budget	$2,431	$2,483	$2,657	$2,866	$3,007	$3,140	$3,348	$3,683	$3,964	$4,370	$4,735	$5,118	$5,350	$5,540	$5,81
Difference	-$88	-$213	-$220	-$269	-$310	-$369	-$487	-$581	-$772	-$816	-$798	-$729	-$817	-$878	-$91
Pell % of Actual	96.5%	92.1%	92.4%	91.4%	90.7%	89.5%	87.3%	86.4%	83.7%	84.3%	85.6%	87.5%	86.8%	86.3%	86.4
PRIVATE 4 YEAR COLLEGE - LIVING ON CAMPUS															
Estimated Average Actual College Attendance Costs:															
Tuition & Fees	$1,925	$1,954	$2,084	$2,351	$2,520	$2,771	$3,020	$3,390	$3,855	$4,329	$4,726	$5,135	$5,550	$6,000	$6,48
Books & Supplies	$147	$165	$171	$183	$191	$202	$214	$231	$258	$263	$292	$319	$326	$349	$39
Room & Board	$1,115	$1,202	$1,301	$1,363	$1,448	$1,555	$1,679	$1,859	$2,094	$2,317	$2,518	$2,714	$2,950	$3,070	$3,19
Other Costs	$872	$968	$1,057	$1,118	$1,189	$1,280	$1,426	$1,619	$1,785	$1,891	$1,948	$2,016	$2,088	$2,120	$2,21
Total Actual Costs	$4,059	$4,289	$4,613	$5,015	$5,348	$5,808	$6,339	$7,099	$7,992	$8,800	$9,484	$10,184	$10,914	$11,539	$12,29
Pell Allowable College Costs:															
Tuition & Fees	$1,925	$1,954	$2,084	$2,351	$2,520	$2,771	$3,020	$3,390	$3,855	$4,329	$4,726	$5,135	$5,550	$6,000	$6,48
Books & Misc.	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$40
Room & Board	$1,115	$1,202	$1,301	$1,363	$1,448	$1,555	$1,679	$1,859	$2,094	$2,317	$2,518	$2,714	$2,950	$3,070	$3,19
Maintenance Allow.	$525	$525	$600	$638	$675	$713	$750	$863	$863	$938	$1,050	$1,200	$1,200	$1,200	$1,27
Allow. Pell Budget	$3,965	$4,081	$4,385	$4,752	$5,043	$5,439	$5,849	$6,512	$7,212	$7,984	$8,694	$9,449	$10,100	$10,670	$11,35
Difference	-$94	-$208	-$228	-$263	-$305	-$369	-$490	-$587	-$780	-$816	-$790	-$735	-$814	-$869	-$93
Pell % of Actual	97.7%	95.2%	95.1%	94.8%	94.3%	93.6%	92.3%	91.7%	90.2%	90.7%	91.7%	92.8%	92.5%	92.5%	92.4

Source: See Appendix Table A-2.

Payment Schedule

The final design component of each year's Pell Grant Program is the Pell Grant payment schedule. This table brings together each applicant's Student Aid Index and allowable college costs to determine the dollar amount of the Pell Grant for which the student has applied.

This table is often released quite late, six months or more after all other components of the Program have been decided and announced. The payment schedule represents the final opportunity for Congress and the Department of Education to resolve any differences that may exist between the anticipated cost of the program and the resources available to fund student Pell Grants. In this sense, the Pell Grant payment schedule is an important rationing device to balance revenues with anticipated expenditures. Rationing may occur in any of several ways, including the maximum grant amount, the maximum qualifying SAI, and/or the amount of the minimum grant.

The payment schedule is normally determined through a relatively straightforward process of calculation constrained by such factors as maximum and minimum allowable college costs, proportion of allowable costs to be covered by the Pell Grant, and the maximum Grant amount set by Congress as funding is reviewed. When available funding is inadequate, the payment schedule may be reduced in a variety of ways or as in the past, funds may be borrowed from future Pell appropriations to pay current Program obligations.

Table 9 summarizes the major design components of the Pell Grant payment schedule since 1973-74. The many variables available to design Pell eligibility are apparent here.

Table 9

Pell Grant Full-Time Payment Schedule Summary

Academic/ Award Year	Maximum Qualifying SEI/SAI	Minimum Allowable College Cost	Maximum Allowable College Cost	Grant Limit of Allowable College Cost	Minimum Grant	Maximum Grant	Payment Schedule
1973-74	$1149	$1100	$1250	50%	$ 50	$ 452	Reduced
1974-75	1200	1500	2100	50%	50	1050	Reduced
1975-76	1200	400	2800	50%	200	1400	Full
1976-77	1200	400	2800	50%	200	1400	Full
1977-78	1200	400	2800	50%	200	1400	Full
1978-79	1600	400	3200	50%	176	1600	Full
1979-80	1600	400	3600	50%	200	1800	Full
1980-81	1600	400	3600	50%	150	1750	Reduced
1981-82	1550	400	3500	50%	120	1670	Reduced
1982-83	1600	400	3600	50%	126	1674	Reduced
1983-84	1600	400	3600	50%	200	1800	Full
1984-85	1700	400	3800	50%	200	1900	Full
1985-86	1900	300	3500	60%	200	2100	Full
1986-87	1500	300	3500	60%	150	2100	Reduced
1987-88	1900	300	3500	60%	200	2100	Full
1988-89	2000	300	3799	60%	200	2200	Full

Source: Pell Grant Payment Schedule, Annual.

Implications for Applicant Eligibility

The original intent of Congress--to make substantial grant assistance available to students on the basis of financial need--remains intact today. However, Congress expanded its original definition of financial need with the Middle Income Student Assistance Act in 1978, and continues to expand this conception of middle income financial need with the 1986 Amendments to the Pell Grant Program.

Under budgetary limitations, the expansion of eligibility to new groups of students and increase in eligibility to some previously eligible students has occurred at the expense of lowest income aid applicants. As a result, the Pell Grant has lost purchasing power relative to the costs of attendance faced by lowest SAI Pell Grant applicants eligible since 1975-76.

Who gains and who loses under the changes in applicant eligibility made by Congress in the 1978 and 1986 amendments? Due to the different formulas employed, any effort to identify those who have gained and those who have lost Pell Grant eligibility requires that dependent and independent applicants be considered separately.

Dependent Gainers

Factors affecting eligibility: Changes made by Congress to dependent applicant eligibility for Pell Grants have quite consistently expanded eligibility for dependent applicants. These changes were largely made in the 1978 Middle Income Student Assistance Act, effective in 1979-80, and the 1986 Amendments, effective in 1988-89. Three changes are most important to the extension of Pell eligibility to dependent applicants from middle income backgrounds:

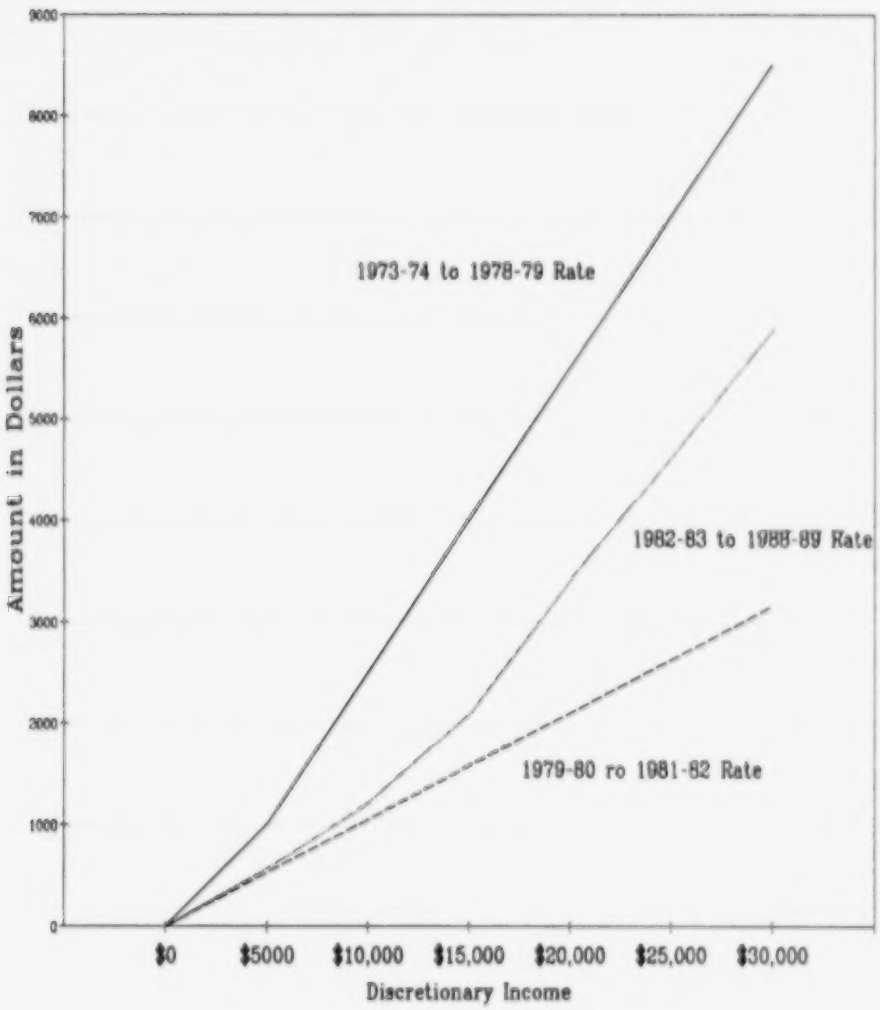
1. Reduced assessment rates against discretionary income (1979-80)
2. Allowance for state and other taxes (1988-89)
3. Reduced multiple student offset (1988-89)

The reduction in the assessment rate against discretionary income was the first and remains the most important effort by Congress to extend Pell eligibility to middle income aid applicants. The assessment rate against discretionary income was 20% on the first $5,000 and $30% on all discretionary income above $5,000 from 1973-74 through 1978-79. Beginning in 1979-80, these rates were reduced to 10.5% on all discretionary income, through the Middle Income Student Assistance Act. For 1982-83, these rates were increased slightly to 11% of the first $5,000 of discretionary income, 13% on the next $5,000, 18% on the next $5,000, and 25% on all discretionary income over $15,000. Despite their modification for 1982-83, these rates are well below the original assessment rates against discretionary income.

The effects of these three rate systems on the proportion of discretionary income taken for the SAI is illustrated in Figure 9. The net effect was and clearly remains to reduce the expected contribution from family income toward the SAI. This reduction in expected family contribution expands applicant eligibility for Pell Grants, but only for those with discretionary

FIGURE 9

PELL GRANT DEPENDENT APPLICANT
AMOUNT EXPECTED FROM DISCRETIONARY PARENTAL INCOME
DURING THREE PERIODS
1973-74 TO 1988-89



family income, and more for those with more discretionary family income. Applicants whose incomes fall below the family size offset--the poorest among Pell applicants--receive no benefit from this reduction in assessment rates against discretionary income because they do not have any.

The allowance for state and other taxes in the 1986 Amendments is effective in 1988-89. The allowance varies from state to state, but averages about 8% across all states. This allowance reduces the amount of discretionary family income assessable toward the family's SAI. The more discretionary family income there is, the greater is the benefit to dependent applicants. Applicants whose incomes fall at or below the family size offset--the poorest among Pell applicants--receive no benefit from this allowance.

The multiple student offset is another allowance that reduces the family's expected contribution toward meeting college costs when more than one family member is enrolled in college at the same time. Between 1973-74 and 1987-88, the multiple student offset was 70% when two family members were enrolled in college at the same time, 50% when three were enrolled, and 40% when four or more were enrolled. The 1986 Amendments reduced these rates to 50%, 33% and 25%, respectively. This reduction is a substantial benefit for families with several members enrolled concurrently and SAIs greater than zero. Applicants whose incomes fall below the family size offset--the poorest among Pell applicants--receive no benefit from this offset.

The effects of the above changes in the Pell Grant Program on applicant eligibility for Grants can be illustrated in a variety of ways. Three are shown here.

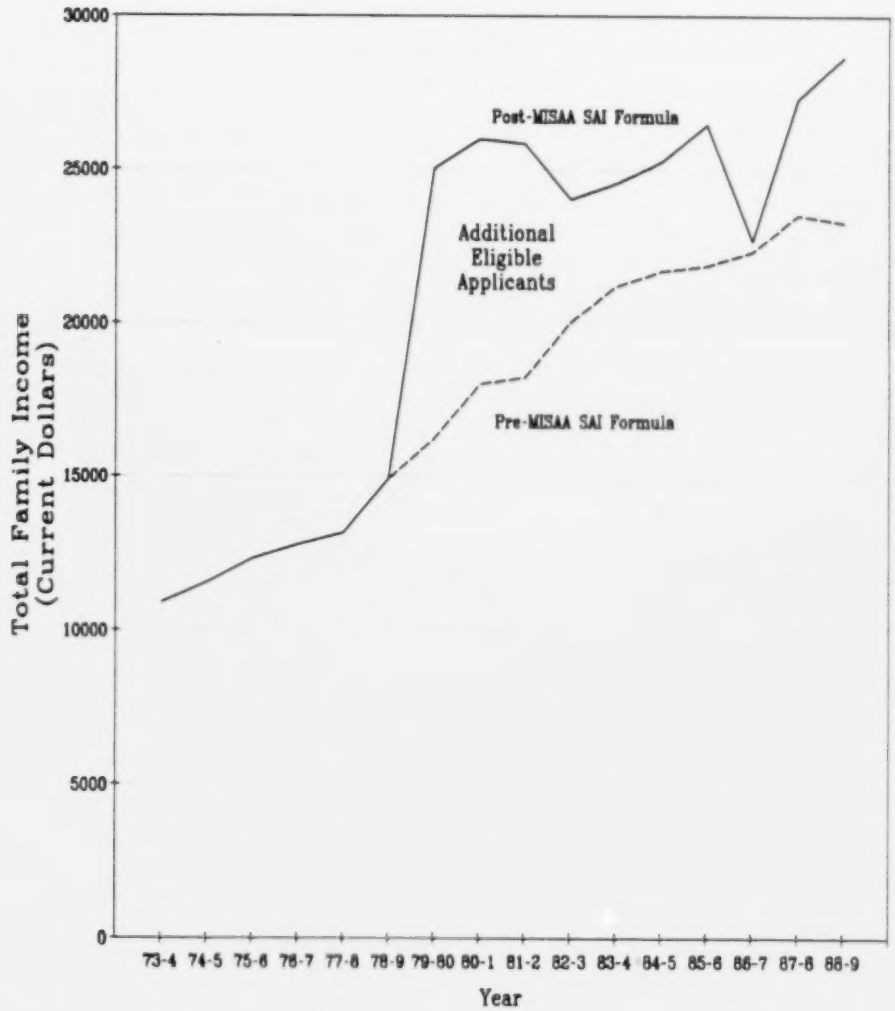
Maximum income cutoffs: Figure 10 illustrates the maximum family income at which an applicant qualifies for the minimum Pell Grant under pre-MISAA and post-MISAA SAI formulas. (This case is a family of four, one in college, with no assets. Other family sizes and circumstances will alter the positions of these curves.)

Except for the 1986-87 award year when a funding shortfall forced a reduction in the Pell payment schedule, the expanded middle income eligibility for Pell Grants initiated with MISAA in 1979-80 has been preserved through 1987-88 and further expanded in 1988-89. For 1988-89, the example of a family used here could qualify for the minimum ($200) Pell Grant up to an income of $28,600. Under pre-MISAA SAI formulas, with higher assessment rates against discretionary income and no allowance for state taxes, only families with incomes up to $23,200 would have qualified for the minimum $200 Grant.

In addition to this higher income limit for the minimum Pell Grant, all applicants eligible to receive Grants less than the maximum grant qualify to receive larger grants under post-MISAA SAI formulas than they would have under pre-MISAA SAI formulas. For example, the family with $23,200 in income that would have qualified only for a $200 Pell Grant in 1988-89 under the original Pell formula actually qualifies for a Grant of $1,150 because of the state and local tax allowance and the lower assessment rates against discretionary income.

FIGURE 10

MAXIMUM QUALIFYING FAMILY INCOME FOR A MINIMUM PELL GRANT
UNDER PRE-MISAA AND POST-MISAA PELL SAI FORMULA
1973-74 TO 1988-89



Family size = 4, 1 in college, no assets

Alternative formula simulations: A second illustration of the effect of liberalized Pell eligibility is possible through use of the ACT Simulation Service, a part of ACT's Student Need Analysis Service. This simulation is used here to identify the family income levels that benefited from the liberalized dependent Pell eligibility criteria and to show the magnitude of the increased program costs that resulted from these changes.

Using a random sample of about 12,000 dependent Pell applicants for 1987-88 and two sets of dependent eligibility criteria--original Pell Program and 1988-89 Pell Program--Table 10 and the following figure summarize what happened. The proportion of applicants eligible under original Program criteria was 34.1%. After liberalization, 54.5% of this same applicant population became eligible.

This increase of about 20% in Pell applicant eligibility, however, was not spread evenly across income levels. As shown in the figure, the proportion of applicants that gained eligibility from total parental income levels below $12,000 per year was less that 4%, while the gain was over 50% for those from income levels of $18,000 to $24,000 per year, and 46% for applicants from families with incomes of between $24,000 and $30,000 per year. Even at family incomes of $42,000 to $48,000 per year, the gain in applicant eligibility was greater than it was for those from family incomes of less than $12,000 per year.

The costs added to the Pell Grant Program were similarly concentrated in middle family income ranges. (In 1985, median family income in the U. S. was $27,735 according to the Census Bureau.) Only 9.5% of the increased program costs went to dependent Pell applicants from family incomes below $12,000 per year. Over half of the increased Program costs went to applicants from families with incomes between $18,000 and $30,000. About 15% of the additional program costs were incurred by adding applicant eligibility from family income levels above $30,000 per year.

Effects of 1986 Amendments: The expansion of middle income eligibility for Pell Grants initiated with MISAA in 1978 was continued through the 1986 Amendments. The two principal devices used to assist middle income dependent applicants were the allowance for state and local taxes, and the increase in the multiple student offset. The figures on pages 34 and 35 show the effects of these changes on applicant grant eligibility at a public four year college at different income levels between 1987-88 and 1988-89 for two representative dependent cases.

In the case of a dependent from a family of four with one in college, the Pell Grant for which the applicant was eligible increased by $90 between 1987-88 and 1988-89 for those from family incomes of $10,000 per year or less. The Pell Grant increased by $200 for applicants from family incomes of between $14,000 and $26,000 per year. At $28,000 per year, the Pell Grant increased by $250.

In the similar dependent case, but where two family members were in college, the Pell Grant increased by $90 at a public university for those from incomes below $8,000 per year, by $200 at $16,000 per year, by $500 at $24,000 per year, and by $850 at $32,000 per year. The pattern is clear: the smallest gains in Pell Grant eligibility went to those from lowest incomes, while the largest gains went to those from much higher income levels.

TABLE 10: COMPARISON OF DEPENDENT APPLICANT ELIGIBILITY AND PROGRAM COST UNDER ORIGINAL 1973-74 TO 1978-79 AND 1988-89 SAI FORMULAS USING 1987-88 PELL APPLICANT FILE SAMPLE

		ORIGINAL PELL PROGRAM						1988-89 PELL PROGRAM						EFFECTS OF INCREASED PROGRAM ELIGIBILITY	
			ELIGIBLE					ELIGIBLE						INCREASE	INCREASE
TOTAL PARENTS INCOME	SAMPLE	SAI	N	% ELIG	SAI	GRANT	COST	SAI	N	% ELIG	SAI	GRANT	COST	ELIGIBLE	COSTS
0 to $5999	1076	$528	1014	94.2%	$76	$1917	$1,943,838	$243	1056	98.1%	$40	$1951	$2,060,256	3.9%	$116,418
$6000 to $11,999	1304	$576	1209	92.7%	$246	$1703	$2,155,647	$360	1240	95.1%	$120	$1895	$2,349,800	2.4%	$194,153
$12,000 to $17,999	1647	$1552	1227	74.5%	$844	$1237	$1,517,799	$954	1444	87.7%	$501	$1566	$2,261,304	13.2%	$743,505
$18,000 to $23,999	1563	$2123	432	27.6%	$1181	$912	$393,984	$1742	1234	79.0%	$932	$1163	$1,435,142	51.4%	$1,041,158
$24,000 to $29,999	1531	$4368	104	6.8%	$1233	$863	$89,752	$2297	810	52.9%	$1141	$957	$775,170	46.1%	$685,418
$30,000 to $35,999	1352	$5761	30	2.2%	$718	$1368	$41,040	$3145	417	30.8%	$1226	$875	$364,875	28.6%	$323,835
$36,000 to $41,999	1105	$7207	12	1.1%	$73	$2000	$24,000	$4162	183	16.6%	$1346	$752	$137,616	15.5%	$113,616
$42,000 to $47,999	779	$8639	5	.6%	$0	$2082	$10,410	$5185	51	6.5%	$1372	$730	$37,230	5.9%	$26,820
$48,000 to $53,999	553	$9968	3	.5%	$477	$1633	$4,899	$6094	21	3.8%	$1317	$786	$16,506	3.3%	$11,607
$54,000 to $59,999	397	$10710	4	1.0%	$21	$2088	$8,352	$6467	9	2.3%	$852	$1244	$11,196	1.3%	$2,844
$60,000 and over	563	$14867	7	1.2%	$477	$1621	$11,347	$9395	9	1.6%	$407	$1630	$14,670	.4%	$3,323
TOTAL	11870	$4723	4047	34.1%	$513	$1533	$6,204,051	$2751	6474	54.5%	$596	$1462	$9,464,988	20.4%	$3,260,937

Original Pell Program: federal taxes, 20/30 DI assessment rates, and 100/70/50/40 multiple student offsets.
1988-89 Pell Program: federal and state taxes, 11/13/18/25 DI assessment rates, and 100/50/33/25 multiple student offsets/

FIGURE 11

EXPANSION OF PELL GRANT ELIGIBILITY
FOR DEPENDENT APPLICANTS

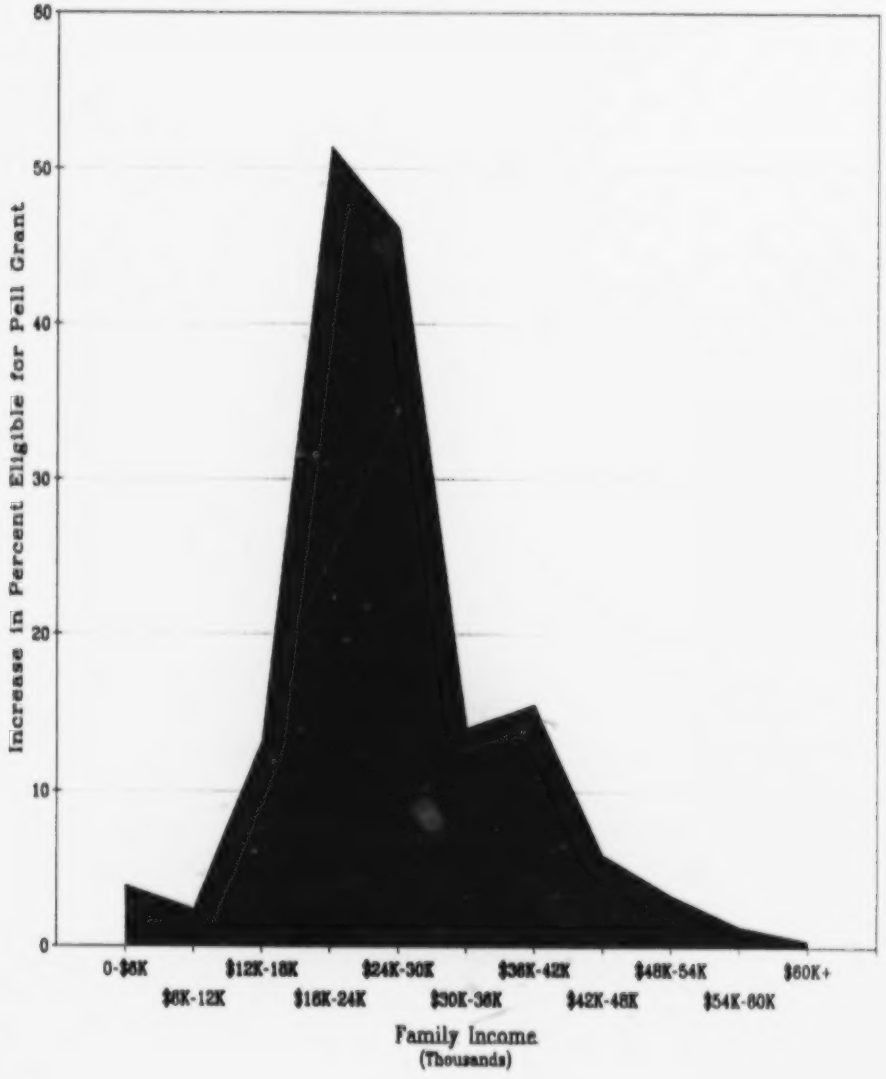


FIGURE 12

CHANGE IN PELL GRANT BETWEEN 1987-88 AND 1988-89
FOR A DEPENDENT APPLICANT, FAMILY OF FOUR, ONE IN COLLEGE
AT A PUBLIC FOUR-YEAR COLLEGE

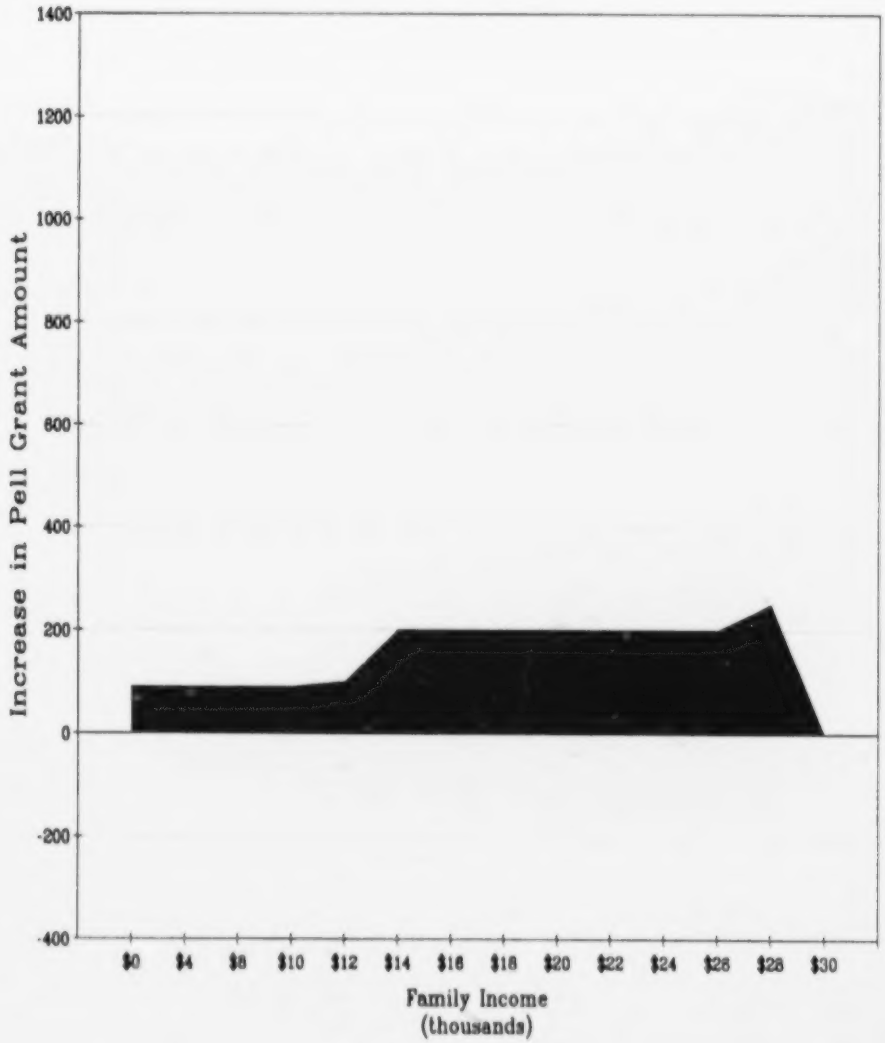
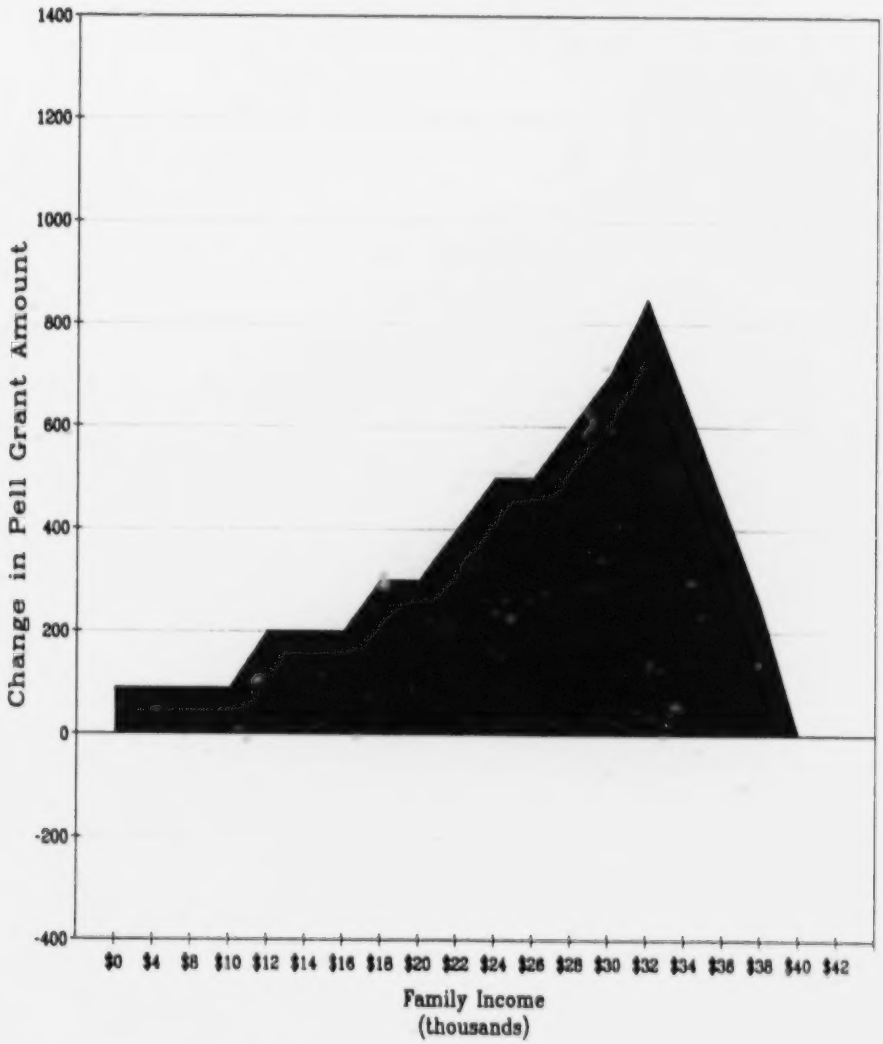


FIGURE 13

CHANGE IN PELL GRANT BETWEEN 1987-88 AND 1988-89
FOR A DEPENDENT APPLICANT, FAMILY OF FOUR, TWO IN COLLEGE
AT A PUBLIC FOUR-YEAR COLLEGE



The Pell Grant maximum award--for those with zero SAIs and therefore without apparent personal means to finance their college attendance costs--has lost purchasing power almost steadily over the life of the Program. For example, a maximum Pell Grant that covered 50% of the costs of attending a public two-year college in 1975-76 now covers 31% of these costs. At a public four-year college the Pell maximum that covered 44% of college attendance costs in 1975-76 now covers 31%. At a private four-year college, the maximum Pell Grant that covered 30% of costs in 1975-76 now covers about 17% of such costs. While the Pell Grant maximum--which only lowest income aid applicants may qualify for--has increased by 50% between 1975-76 and 1987-88, college attendance costs faced by such applicants have increased by 140% to 167%.

The accumulated preceding evidence appears to warrant the following conclusion: In the case of dependent Pell applicants with lowest SAIs, some significant portion of the funds required to maintain the purchasing power of the Pell Grant relative to actual college attendance costs has been reallocated by Congress, first in 1978 and again in 1986, toward applicants with higher SAIs to increase their Pell eligibility.

Independent Gainers and Losers

Congress has made several changes in the standards used to determine eligibility for Pell Grants for independent applicants as well. Because the single term "independent" encompasses many different circumstances, different cases are used here.

Factors affecting eligibility: Generally the changes made to Pell Grant eligibility that have benefited middle income dependent applicants have also benefited independent applicants. These include reductions in assessment rates against discretionary income, allowances for state and local taxes, and multiple student offsets. However, other changes made by Congress have also benefited and sometimes reduced or eliminated independent Pell Grant applicant eligibility since 1973-74. These major changes made by Congress are:

1. Increased family size offset for single independents in 1979-80
2. Change in assessment rate against discretionary income for a married independent applicant without children, first a reduction in 1980-81 and then an increase in 1988-89
3. Reductions in assessment rates for independent applicants with dependents other than spouse first in 1980-81, and again for 1988-89

Single independent financial aid applicants make up about half of the ACT Family Financial Statement independent filing population. Between 1973-74 and 1978-79, the family size offset for the single independent case was about 35% of the federal poverty level. For family sizes greater than one, the family size offset was set at the federal poverty level. In 1979-80, the allowance for single independents was increased to approximately the poverty level, thus protecting income to this higher level from any assessment toward the applicant's SAI.

For married independent Pell applicants without dependents, Congress has changed the assessment rate against discretionary family income twice. The first time, in 1980-81, the rate was reduced from 50% to 25%. Then Congress reversed itself and increased this rate to 75% effective with the 1988-89

academic year. This increase will reduce or eliminate the eligibility of these applicants who have incomes above the family size offset.

Independent applicants with dependents other than spouse have received the benefit of two reductions in the assessment rate against their discretionary family incomes. The original rate of 40% was first reduced to 25% in 1980-81, and then to a progressive rate schedule beginning at 11% for 1988-89. For grant applicants with incomes above the family size offset, these changes have and will increase Pell eligibility substantially.

Alternative formula simulations: The combined effects of these changes plus state and local tax allowances and multiple student offsets on independent Pell applicant eligibility are shown in Table 11. Using the ACT Simulation Service again, two Pell SAI formulas were tested against a random sample of 6,640 1987-88 ACT Family Financial Statement filers. One simulation used the formula to be employed in 1988-89, and the other employed formula criteria that were used during the first five years of the Pell Grant Program. The differences in formulas may be summarized as follows:

	Original Program	1988-89 Program
Family Size Offset:		
Family size is one	$1,800	$5,300
Tax allowance:	federal	federal & state
Discretionary income assessment rates:		
Married with spouse	50%	75%
With dependents	40%	$1-$5K: 11% $5K-$10K: $550+13% $10K-$15K: $1,200+18% $15K+: $2,100+25%
Multiple student offset:	100/70/50/40	100/50/33/25

A bimodal distribution of beneficiaries under these changes results. The largest increase in eligibility for Pell Grants occur in the total student income intervals of $3,000 to $9,000 and $15,000 to $30,000. The largest gain in additional dollars--an increase of 63%--occurred in the $3,000 to $9,000 income range. Again, the lowest income Pell applicants were not the primary beneficiaries of the liberalization in Pell eligibility that occurred after the first six years of the Program.

Effects of 1986 Amendments by income level: Four independent student cases were studied to determine the effects of the 1986 Amendments on Pell applicant eligibility changes between 1987-88 and 1988-89. To assist in the focus of the discussion, changes in Pell eligibility at only a public four-year college are reported here. More results for other kinds of institutions are included in the appendix to this paper.

For a single independent applicant at an income of less than $4,000, the Pell Grant will increase by $90 between 1987-88 and 1988-89. At $6,000 of income, the Pell Grant will increase by $200. At $7,000 and $8,000 of income, the Pell Grant will increase by $300.

TABLE 11: COMPARISON OF INDEPENDENT APPLICANT ELIGIBILITY & PROGRAM COST
UNDER ORIGINAL 1973-74 TO 1978-79 AND 1980-89 SAI FORMULAS
USING 1987-88 PELL APPLICANT FILE SAMPLE

		ORIGINAL PELL PROGRAM						1980-89 PELL PROGRAM						EFFECTS OF INCREASED PROGRAM ELIGIBILITY	
			ELIGIBLE						ELIGIBLE						
TOTAL STUDENTS INCOME	SAMPLE	SAI	N	% ELIG	SAI	GRANT	COST	SAI	N	% ELIG	SAI	GRANT	COST	INCREASE ELIGIBLE	INCREASE COSTS
0 to $2999	1744	$87	1739	99.7%	$74	$1922	$3,342,350	$0	1744	100.0%	$0	$1984	$3,460,096	.3%	$117,738
$3000 to $5999	1199	$1346	756	63.1%	$609	$1400	$1,064,440	$19	1195	99.7%	$3	$1984	$2,370,880	36.6%	$1,306,432
$6000 to $8999	1002	$2241	451	45.0%	$108	$1878	$846,970	$464	988	98.6%	$431	$1603	$1,583,764	53.6%	$736,786
$9000 to $11,999	753	$2936	409	54.3%	$520	$1515	$619,635	$1318	453	60.2%	$390	$1632	$739,296	5.9%	$119,661
$12,000 to $14,999	549	$3465	270	49.2%	$955	$1110	$299,700	$1931	303	55.2%	$317	$1700	$515,100	6.0%	$215,400
$15,000 to $17,999	373	$4121	96	25.7%	$1155	$917	$88,032	$2601	209	56.0%	$450	$1622	$338,998	30.3%	$250,966
$18,000 to $20,999	265	$4202	39	14.7%	$1225	$850	$33,150	$3077	150	59.6%	$617	$1464	$231,312	44.9%	$198,162
$21,000 to $23,999	222	$5215	9	4.1%	$948	$1139	$10,251	$3489	143	64.4%	$916	$1177	$168,311	60.3%	$158,060
$24,000 to $26,999	167	$5344	4	2.4%	$771	$1325	$5,300	$3606	110	65.9%	$1160	$927	$101,970	63.5%	$96,670
$27,000 to $29,999	104	$6513	2	1.9%	$0	$2085	$4,170	$4543	49	47.1%	$1248	$850	$41,650	45.2%	$37,480
$30,000 and over	262	$20129	5	1.9%	$0	$2070	$10,350	$16108	43	16.4%	$1197	$897	$38,571	14.5%	$28,221
TOTAL	6640	$2831	3780	56.9%	$330	$1673	$6,323,940	$1560	5395	81.3%	$235	$1777	$9,506,915	24.4%	$3,262,975

Original Pell Program: federal tax allowance, 100/70/50/40 multiple student offset, $1000 single student family size offset, and DI rates of 50% for married and 40% if dependents other than spouse.
1980-89 Pell Program: federal and state tax allowance, 100/50/33/25 multiple student offsets, $5300 single student family size offset, and DI rates of 75% for married and 11%/13%/18%/25% if with dependents.

FIGURE 14

EXPANSION OF PELL GRANT ELIGIBILITY
FOR INDEPENDENT APPLICANTS

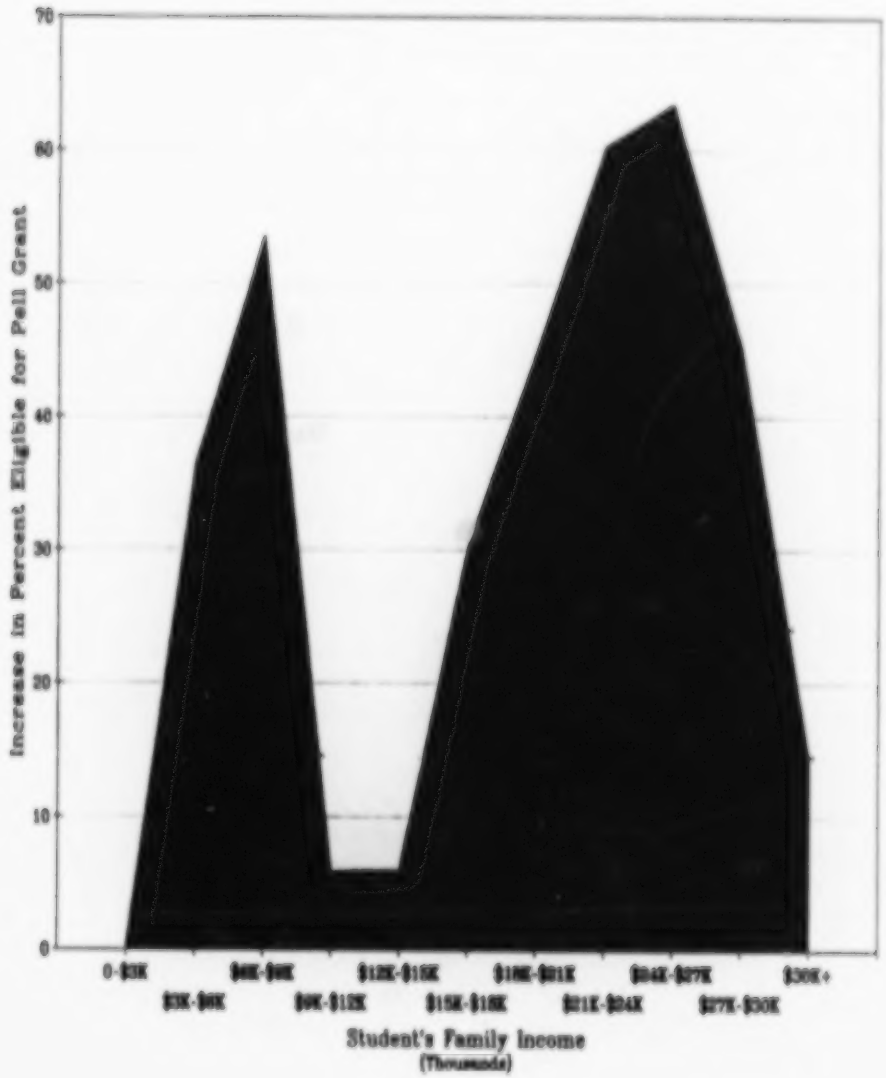
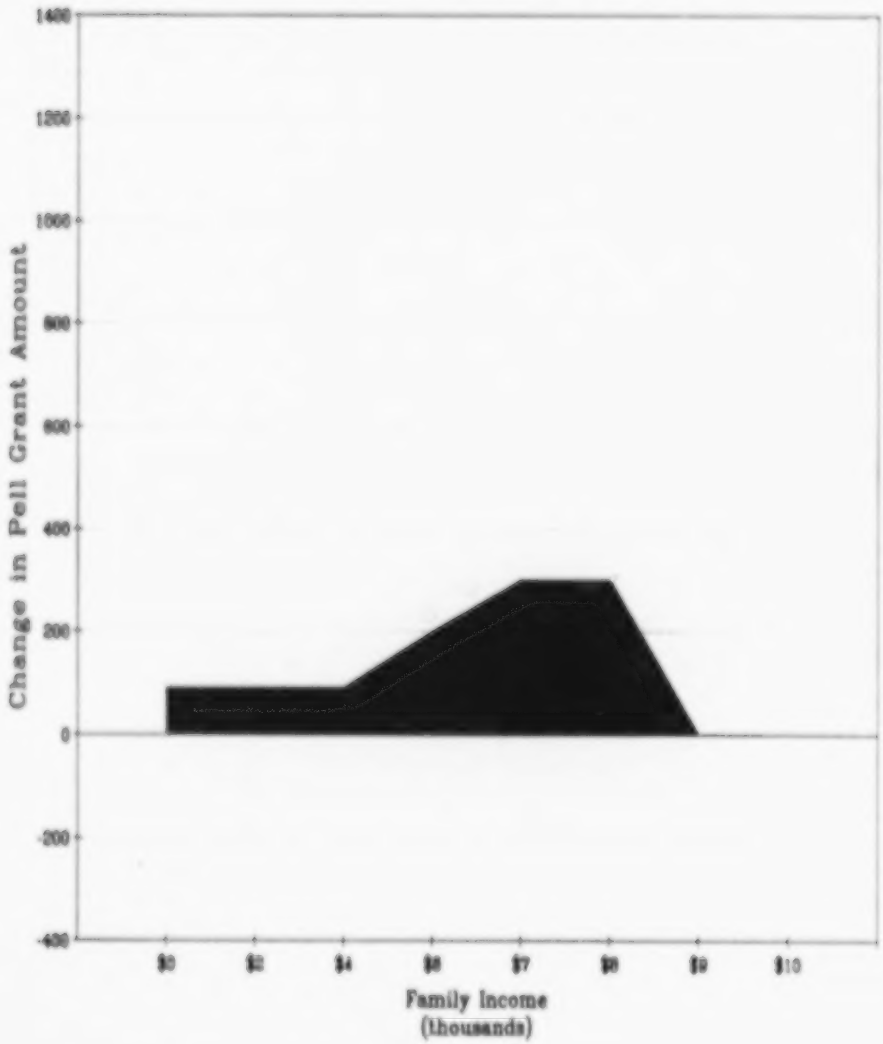


FIGURE 15

CHANGE IN PELL GRANT BETWEEN 1987-88 AND 1988-89
FOR A SINGLE INDEPENDENT APPLICANT
AT A PUBLIC FOUR-YEAR COLLEGE



For an unmarried independent applicant with a dependent, Pell Grants at a public four-year college will increase by $100 between 1987-88 and 1988-89 from income levels through about $8,000. Above that income, increases will be greater. At $10,000 Pell Grants will increase by $400. At $14,000 they will increase by $800. At $18,000 they will increase by $1,350. Increases will be greater than the $100 increase to be experienced by zero SAIs for all income levels up through $26,000 per year.

For married independents without other dependents, the increase in discretionary income assessment rates from 25% to 75% will reduce or eliminate many previously eligible Pell applicants. Only the lowest income eligible applicants will see increases. Up to about $7,000 in income, Grants will increase by $90 to $100. However, above that level or the amount protected by the family size offset plus tax allowances, grants will decrease. At $8,000 Grants will decrease by $200. At $10,000 they will decrease by $1,100, and at $11,000 Grants will decrease by $1,150. In fact, whereas married independent applicants were eligible for Pell Grants up through about $15,000 of income in 1987-88, they will be eligible for minimum awards only up to about $10,000 in 1988-89.

If, however, the married independent Pell applicants have a dependent, the reduction in discretionary income assessment rates will actually expand the eligibility for grants in 1988-89. Up to about $8,000 in family income Pell Grants will increase by $90. At $12,000 they will increase by $600. By $18,000 they will increase by $1,250. The upper income limit for a minimum Pell Grant will increase from about $16,000 in 1987-88 to about $26,000 in 1988-89.

With the exception of the married independent applicants without dependents, the evidence again appears to justify the following conclusion: In the case of independent Pell applicants with lowest SAIs, some significant portion of the funds required to maintain the purchasing power of the Pell Grant relative to actual college attendance costs has been reallocated by Congress, first in 1978 and again in 1986, toward applicants with higher SAIs to increase their Pell eligibility. The exception, of course, is the substantially reduced Pell Grant eligibility for married independents without dependents who have incomes above the level protected by the family size offset and tax allowances.

With only one exception, changes to dependent and independent Pell applicant eligibility have been in the direction of expanded eligibility and Program cost. Under the restriction of limited Program funding, this expanded eligibility has been financed partly by lack of growth in the maximum Pell Grant provided for those with zero SAIs.

The changes made to the original Basic Educational Opportunity Grant Program by the Middle Income Student Assistance Act of 1978 and the 1986 Amendments have clearly and quite consistently shifted its focus. Congress has decided, for both dependent and independent Pell Grant applicants, to expand eligibility to additional classes of previously ineligible applicants while increasing grants to others previously eligible without funding adequate to match college attendance cost increases.

FIGURE 16

CHANGE IN PELL GRANT BETWEEN 1987-88 AND 1988-89
FOR AN UNMARRIED INDEPENDENT WITH CHILD
AT A PUBLIC FOUR-YEAR COLLEGE

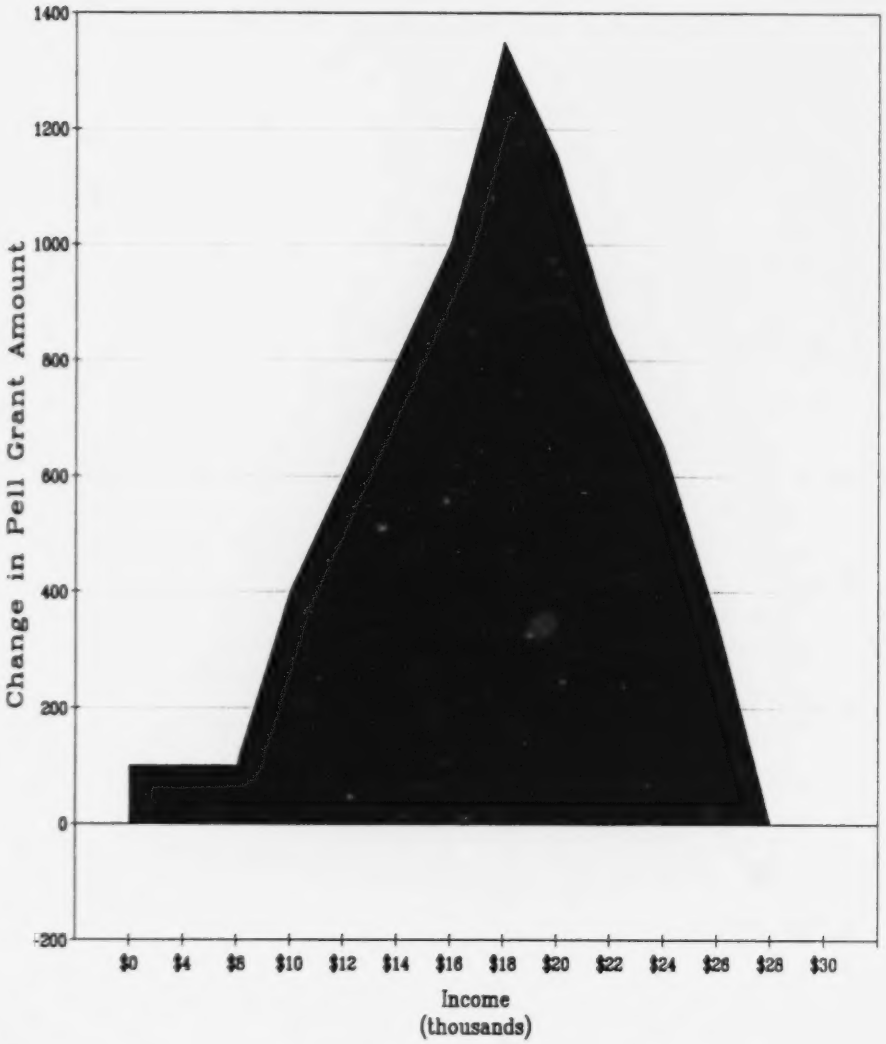


FIGURE 17

CHANGE IN PELL GRANT BETWEEN 1987-88 AND 1988-89
FOR A MARRIED INDEPENDENT APPLICANT, ONE IN COLLEGE,
AT A PUBLIC FOUR-YEAR COLLEGE

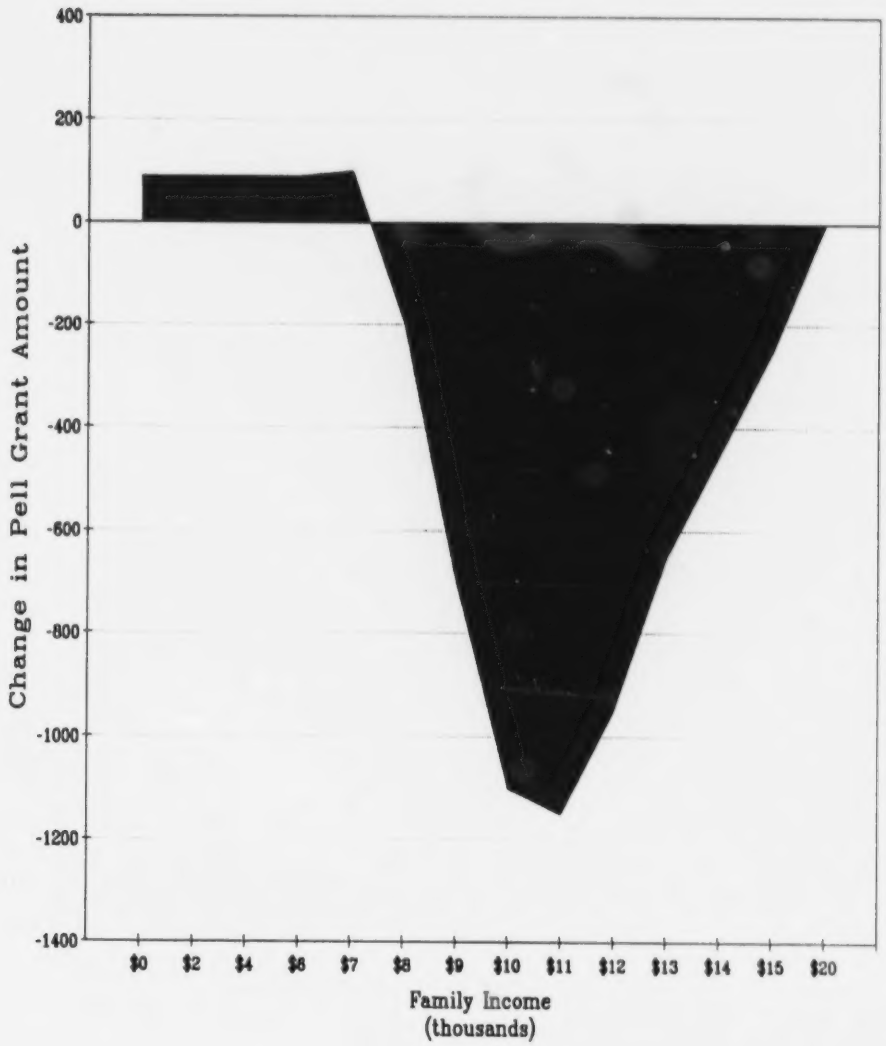
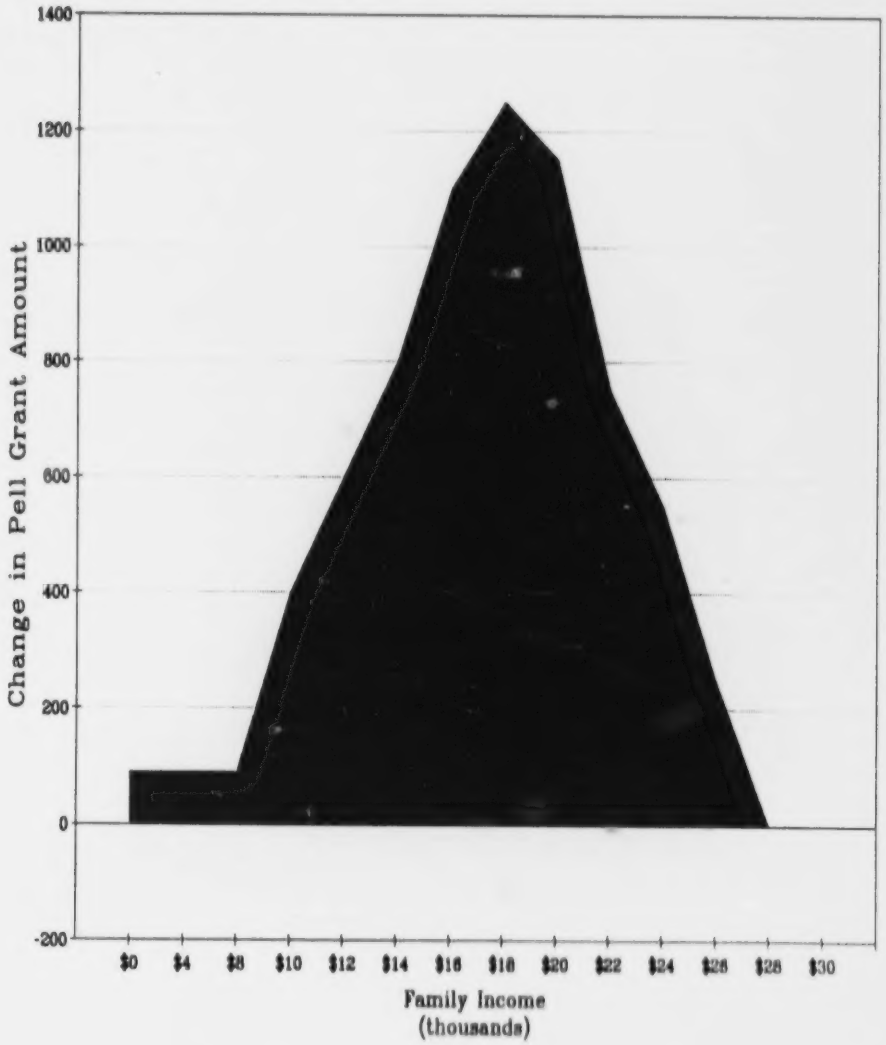


FIGURE 18

CHANGE IN PELL GRANT BETWEEN 1987-88 AND 1988-89
FOR A MARRIED INDEPENDENT APPLICANT, WITH ONE CHILD, ONE IN COLLEGE,
AT A PUBLIC FOUR-YEAR COLLEGE



Under the constraint of limited funding, these additions have been partially financed through lack of growth in the maximum Pell Grant for the lowest SAI applicants. Although the maximum Pell Grant is authorized for annual increases under the 1986 Amendments, available funding will be largely used to create or expand eligibility for applicants other than those from lowest family resource levels.

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APPENDIX TABLES

TABLE A-1

Pell Grant Program Summary Data
1973-74 to 1987-88

Award Year	Official Applicants	Complete Applicants	Compl /Offl	Eligible Applicants	Elig/ Compl	Paid Recipients	Paid/ Elig	Dollars Paid (000)	Mean Grant
73-74	512,866	482,331	94.0%	268,444	55.7%	176,000	65.6%	$ 47,054	$ 267
74-75	1,304,877	1,114,084	85.4	681,648	61.2	553,653	81.2	349,544	631
75-76	2,339,337	2,178,696	93.1	1,455,187	66.8	1,220,744	83.9	912,115	747
76-77	3,590,379	3,426,504	95.4	2,262,348	66.0	1,948,329	86.1	1,451,126	745
77-78	3,844,047	3,668,837	95.4	2,416,865	65.9	2,028,208	83.9	1,511,916	745
78-79	3,885,393	3,401,428	87.5	2,228,603	65.5	1,914,673	85.8	1,540,788	805
79-80	4,186,716	3,868,429	92.4	3,029,745	78.3	2,717,913	89.7	2,358,689	868
80-81	4,825,420	4,475,762	92.8	3,330,534	74.4	2,845,870	85.4	2,388,750	839
81-82	4,945,760	4,614,590	93.3	3,398,237	73.6	2,784,463	81.9	2,297,421	825
82-83	5,118,558	4,709,225	92.0	3,341,371	71.0	2,612,571	78.2	2,417,811	925
83-84	5,453,548	4,955,775	90.9	3,541,191	71.5	2,848,587	79.4	2,792,117	980
84-85	5,514,029	4,981,357	90.3	3,558,386	71.4	2,833,345	79.6	3,035,191	1,071
85-86	5,627,131	5,205,492	92.5	3,710,933	71.3	2,910,174	78.4	3,572,006	1,227
86-87	5,834,277	5,518,529	94.6	3,759,324	68.1	2,763,408	73.5	3,398,795	1,230
87-88p	6,000,000			3,600,000		2,310,186	64.2	3,287,689	1,423
Total	62,982,338	58,101,039	92.2	40,582,816	69.8	32,468,124	80.0	$31,361,011	$ 966

p: preliminary and estimates.
Source: Office of Student Financial Assistance, U. S. Department of Education
Official Applications: Duplicated applications have been removed from total received.
Complete Applications: Sufficient information provided for the calculation of an SAI.
Eligible Applications: SAI is at or blow cutoff as shown in Table 9.
Paid Recipients: Dollars were claimed for eligible applicant.

TABLE A-2: ESTIMATED AVERAGE UNDERGRADUATE COLLEGE ATTENDANCE COSTS
BY CONTROL AND LEVEL OF INSTITUTION, 1973-74 TO 1988-89

	Academic/Award Year															
	73-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89
A. PUBLIC INSTITUTIONS																
1. 2 Year Colleges:																
Tuition & Fees (a)	$274	$277	$245	$283	$306	$327	$355	$385	$432	$473	$528	$584	$620	$650		
Books & Supplies (c)					$200	$210	$227	$272	$270	$288	$312	$336	$360	$384	$384	
Food & Housing (c)					$2,025	$2,124	$2,295	$2,547	$2,925	$3,150	$3,330	$3,546	$3,771	$4,014	$4,140	
Transportation (c)					$360	$378	$405	$630	$540	$585	$585	$630	$675	$684	$576	
Personal/Misc (c)					$540	$567	$612	$675	$855	$990	$990	$1,116	$1,134	$1,230	$1,332	
Total Budget	$2,527	$2,653	$2,785	$2,925	$3,071	$3,220	$3,489	$3,879	$4,482	$4,901	$5,160	$5,582	$5,885	$6,278	$6,694	$7,138
2. 4 Year Colleges:																
Tuition & Fees (a)	$463	$448	$469	$564	$596	$622	$662	$721	$813	$936	$1,052	$1,117	$1,200	$1,270		
Books & Supplies (b)	$141	$170	$163	$189	$196	$202	$211	$225	$250	$263	$300	$313	$329	$358	$376	
Room & Board (a)	$1,043	$1,110	$1,188	$1,264	$1,336	$1,405	$1,536	$1,699	$1,888	$2,096	$2,233	$2,401	$2,550	$2,670		
Other Costs (c)	$872	$968	$1,057	$1,118	$1,189	$1,280	$1,426	$1,619	$1,785	$1,891	$1,948	$2,016	$2,088	$2,120	$2,216	
Total Budget	$2,519	$2,696	$2,877	$3,135	$3,317	$3,509	$3,835	$4,264	$4,736	$5,186	$5,533	$5,847	$6,167	$6,418	$6,732	$7,064
3. Universities:																
Tuition & Fees	$581	$599	$642	$689	$736	$777	$840	$915	$1,042	$1,164	$1,284	$1,386	$1,510	$1,590		
Books & Supplies	$153	$170	$163	$180	$190	$199	$212	$228	$250	$271	$308	$342	$380	$353	$381	
Room & Board	$1,126	$1,161	$1,293	$1,377	$1,434	$1,512	$1,647	$1,796	$2,037	$2,239	$2,344	$2,513	$2,660	$2,780		
Other Costs	$872	$968	$1,057	$1,118	$1,189	$1,280	$1,426	$1,619	$1,785	$1,891	$1,948	$2,016	$2,088	$2,120	$2,216	
Total Budget	$2,732	$2,898	$3,155	$3,364	$3,549	$3,768	$4,125	$4,558	$5,114	$5,565	$5,884	$6,257	$6,638	$6,843	$7,054	$7,272
B. PRIVATE INSTITUTIONS																
1. 2 Year Colleges:																
Tuition & Fees	$1,303	$1,367	$1,427	$1,592	$1,706	$1,831	$2,062	$2,413	$2,697	$3,008	$3,099	$3,485	$3,760	$4,060		
Books & Supplies	$143	$158	$163	$175	$183	$196	$212	$234	$258	$299	$304	$342	$339	$369	$387	
Room & Board	$1,107	$1,224	$1,284	$1,379	$1,442	$1,558	$1,693	$1,877	$2,143	$2,356	$2,472	$2,718	$2,870	$3,000		
Other Costs	$872	$968	$1,057	$1,118	$1,189	$1,280	$1,426	$1,619	$1,785	$1,891	$1,948	$2,016	$2,088	$2,120	$2,216	
Total Budget	$3,425	$3,717	$3,931	$4,264	$4,520	$4,865	$5,393	$6,143	$6,883	$7,554	$7,823	$8,561	$9,057	$9,549	$10,068	$10,615
2. 4 Year Colleges:																
Tuition & Fees	$1,925	$1,954	$2,084	$2,351	$2,520	$2,771	$3,020	$3,390	$3,855	$4,329	$4,726	$5,135	$5,550	$6,000		
Books & Supplies	$147	$165	$171	$183	$191	$202	$214	$231	$258	$263	$292	$319	$326	$349	$395	
Room & Board	$1,115	$1,202	$1,301	$1,363	$1,448	$1,555	$1,679	$1,859	$2,094	$2,317	$2,518	$2,714	$2,950	$3,070		
Other Costs	$872	$968	$1,057	$1,118	$1,189	$1,280	$1,426	$1,619	$1,785	$1,891	$1,948	$2,016	$2,088	$2,120	$2,216	
Total Budget	$4,059	$4,289	$4,613	$5,015	$5,348	$5,808	$6,339	$7,099	$7,992	$8,800	$9,484	$10,184	$10,914	$11,539	$12,292	$13,102
3. Universities:																
Tuition & Fees	$2,375	$2,614	$2,881	$3,051	$3,240	$3,487	$3,811	$4,275	$4,887	$5,583	$6,217	$6,843	$7,450	$8,060		
Books & Supplies	$153	$165	$171	$179	$187	$197	$211	$230	$258	$269	$312	$343	$376	$384	$414	
Room & Board	$1,342	$1,462	$1,586	$1,665	$1,793	$1,916	$2,077	$2,291	$2,552	$2,954	$3,090	$3,400	$3,660	$3,810		
Other Costs	$872	$968	$1,057	$1,118	$1,189	$1,280	$1,426	$1,619	$1,785	$1,891	$1,948	$2,016	$2,088	$2,120	$2,216	
Total Budget	$4,742	$5,209	$5,695	$6,013	$6,409	$6,880	$7,525	$8,415	$9,482	$10,697	$11,567	$12,602	$13,574	$14,374	$15,221	$16,118

(a) Source: Center of Education Statistics, U.S. Dept. of Education
(b) Source: ACT Budget Survey Questionnaire
(c) Source: California Student Aid Commission

TABLE A-3

D1: SAI FOR A DEPENDENT PELL APPLICANT FROM POVERTY LEVEL FAMILY INCOME
FAMILY SIZE = 4, 1 IN COLLEGE, 1973-74 TO 1988-89

Academic/Award Year	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Base/Income Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Family Income	$4,275	$4,540	$5,038	$5,500	$5,815	$6,191	$6,662	$7,412	$8,414	$9,287	$9,862	$10,178	$10,609	$10,989	$11,200	$11,536
Family Size Offset	$4,300	$4,650	$5,200	$5,600	$5,900	$6,300	$6,850	$7,700	$7,700	$8,400	$9,000	$9,300	$9,600	$9,900	$10,100	$10,400
Federal Taxes:																
Exempt/St Deduct	$3,000	$3,000	$3,000	$3,000	$3,000	$5,100				$4,000	$4,000	$4,000	$4,000	$4,160	$4,320	$7,600
Taxable Income	$1,575	$1,540	$2,038	$2,500	$2,815	$1,091				$5,287	$5,862	$6,178	$6,609	$6,829	$6,880	$3,936
Taxes	$0	$32	$102	$81	$100	$0	$0	$4	$144	$259	$305	$319	$366	$372	$362	$19
Fed Tax Effort	.00%	.70%	2.02%	1.47%	1.72%	.00%	.00%	.05%	1.71%	2.79%	3.09%	3.13%	3.45%	3.39%	3.23%	.16%
State Taxes																$923
Total Allowances	$4,300	$4,682	$5,302	$5,681	$6,000	$6,300	$6,850	$7,704	$7,844	$8,659	$9,305	$9,619	$9,966	$10,272	$10,462	$11,342
Allowance % Inc	100.6%	103.1%	105.2%	103.3%	103.2%	101.8%	102.8%	103.9%	93.2%	93.2%	94.4%	94.5%	93.9%	93.5%	93.4%	98.3%
Discretionary Income	-$25	-$142	-$264	-$181	-$185	-$109	-$188	-$292	$570	$628	$557	$559	$643	$717	$738	$194
Family SEI/SAI	$0	$0	$0	$0	$0	$0	$0	$0	$60	$69	$61	$61	$71	$79	$81	$21
FSAI % Income	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.7%	.7%	.6%	.6%	.7%	.7%	.7%	.2%
Student SEI/SAI	$0	$0	$0	$0	$0	$0	$0	$0	$60	$69	$61	$61	$71	$79	$81	$21
SAI % Income	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.7%	.7%	.6%	.6%	.7%	.7%	.7%	.2%

TABLE A-4

D2: SAI FOR A DEPENDENT PELL APPLICANT FROM BLS LOWER BUDGET FAMILY INCOME, FAMILY SIZE = 4, 1 IN COLLEGE, 1973-74 TO 1988-89

Academic/Award Year	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Base/Income Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Family Income	$7,386	$8,181	$9,198	$9,588	$10,041	$10,481	$11,546	$12,585	$14,044	$15,323	$16,262	$16,786	$17,500	$18,124	$18,473	$19,027
Family Size Offset	$4,300	$4,650	$5,200	$5,600	$5,900	$6,300	$6,850	$7,700	$7,700	$8,400	$9,000	$9,300	$9,600	$9,900	$10,100	$10,400
Federal Taxes:																
Exempt/St Deduct	$4,107				$5,100					$4,000	$4,000	$4,000	$4,000	$4,160	$4,320	$11,360
Taxable Income	$3,279				$4,941					$11,323	$12,262	$12,786	$13,500	$13,964	$14,153	$7,843
Taxes	$463	$599	$772	$748	$796	$532	$732	$806	$1,067	$1,284	$1,305	$1,298	$1,337	$1,383	$1,384	$1,056
Fed Tax Effort	6.27%	7.32%	8.39%	7.80%	7.93%	5.08%	6.34%	6.40%	7.60%	8.38%	8.02%	7.73%	7.64%	7.63%	7.49%	5.55%
State Taxes																$923
Total Allowances	$4,763	$5,249	$5,972	$6,348	$6,696	$6,832	$7,582	$8,506	$8,767	$9,684	$10,305	$10,598	$10,937	$11,283	$11,484	$12,379
Allowance % Inc	64.5%	64.2%	64.9%	66.2%	66.7%	65.2%	65.7%	67.6%	62.4%	63.2%	63.4%	63.1%	62.5%	62.3%	62.2%	65.1%
Discretionary Income	$2,623	$2,932	$3,226	$3,240	$3,345	$3,649	$3,964	$4,079	$5,277	$5,639	$5,957	$6,188	$6,563	$6,841	$6,989	$6,648
Family SEI/SAI	$525	$586	$645	$648	$669	$730	$416	$428	$554	$633	$674	$704	$753	$789	$809	$686
FSAI % Income	7.1%	7.2%	7.0%	6.8%	6.7%	7.0%	3.6%	3.4%	3.9%	4.1%	4.1%	4.2%	4.3%	4.4%	4.4%	3.6%
Student SEI/SAI	$525	$586	$645	$648	$669	$730	$416	$428	$554	$633	$674	$704	$753	$789	$809	$686
SAI % Income	7.1%	7.2%	7.0%	6.8%	6.7%	7.0%	3.6%	3.4%	3.9%	4.1%	4.1%	4.2%	4.3%	4.4%	4.4%	3.6%

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TABLE A-5

D3: SAI FOR A DEPENDENT PELL APPLICANT FROM BLS INTERMEDIATE BUDGET
FAMILY INCOME, FAMILY SIZE = 4, 1 IN COLLEGE, 1973-74 TO 1988-89

Academic/Award Year	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Base/Income Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Family Income	$11,446	$12,626	$14,333	$15,318	$16,236	$17,106	$18,622	$20,517	$23,134	$25,407	$26,965	$27,832	$29,017	$30,052	$30,630	$31,546
Family Size Offset	$4,300	$4,650	$5,200	$5,600	$5,900	$6,300	$6,850	$7,700	$7,700	$8,400	$9,000	$9,300	$9,600	$9,900	$10,100	$10,400
Federal Taxes:																
Exempt/St Deduct	$4,717	$4,894	$5,000	$5,451	$5,598					$4,000	$4,000	$4,000	$4,000	$4,160	$4,320	$11,360
Taxable Income	$6,729	$7,732	$9,333	$9,867	$10,630					$21,407	$22,965	$23,832	$25,017	$25,892	$26,310	$20,189
Taxes	$1,139	$1,329	$1,673	$1,791	$1,958	$1,844	$2,186	$2,391	$3,015	$3,571	$3,631	$3,478	$3,571	$3,674	$3,690	$2,908
Fed Tax Effort	9.95%	10.53%	11.67%	11.69%	12.06%	10.78%	11.74%	11.65%	13.03%	14.06%	13.47%	12.50%	12.31%	12.23%	12.05%	9.22%
State Taxes																$2,523
Total Allowances	$5,439	$5,979	$6,873	$7,391	$7,858	$8,144	$9,036	$10,091	$10,715	$11,971	$12,631	$12,778	$13,171	$13,574	$13,790	$15,831
Allowance % Inc	47.5%	47.4%	48.0%	48.3%	48.4%	47.6%	48.5%	49.2%	46.3%	47.1%	46.8%	45.9%	45.4%	45.2%	45.0%	50.2%
Discretionary Income	$6,007	$6,647	$7,460	$7,927	$8,378	$8,962	$9,586	$10,426	$12,419	$13,436	$14,334	$15,054	$15,846	$16,478	$16,840	$15,715
Family SEI/SAI	$1,302	$1,494	$1,738	$1,878	$2,013	$2,189	$1,007	$1,095	$1,304	$1,818	$1,980	$2,114	$2,312	$2,470	$2,560	$2,279
FSAI % Income	11.4%	11.8%	12.1%	12.3%	12.4%	12.8%	5.4%	5.3%	5.6%	7.2%	7.3%	7.6%	8.0%	8.2%	8.4%	7.2%
Student SEI/SAI	$1,302	$1,494	$1,738	$1,878	$2,013	$2,189	$1,007	$1,095	$1,304	$1,818	$1,980	$2,114	$2,312	$2,470	$2,560	$2,279
SAI % Income	11.4%	11.8%	12.1%	12.3%	12.4%	12.8%	5.4%	5.3%	5.6%	7.2%	7.3%	7.6%	8.0%	8.2%	8.4%	7.2%

TABLE A-6

D4: SAI FOR A DEPENDENT PELL APPLICANT FROM BLS INTERMEDIATE BUDGET
FAMILY INCOME, FAMILY SIZE = 4, 2 IN COLLEGE, 1973-74 TO 1988-89

Academic/Award Year	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Base/Income Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Family Income	$11,446	$12,626	$14,333	$15,318	$16,236	$17,106	$18,622	$20,517	$23,134	$25,407	$26,965	$27,832	$29,017	$30,052	$30,630	$31,546
Family Size Offset	$4,300	$4,650	$5,200	$5,600	$5,900	$6,300	$6,850	$7,700	$7,700	$8,400	$9,000	$9,300	$9,600	$9,900	$10,100	$10,400
Federal Taxes:																
Exempt/St. Deduct	$4,717	$4,894	$5,000	$5,451	$5,598					$4,000	$4,000	$4,000	$4,000	$4,160	$4,320	$11,360
Taxable Income	$6,729	$7,732	$9,333	$9,867	$10,630					$21,407	$22,965	$23,832	$25,017	$25,892	$26,310	$20,189
Taxes	$1,139	$1,329	$1,673	$1,791	$1,958	$1,844	$2,186	$2,391	$3,015	$3,571	$3,631	$3,478	$3,571	$3,674	$3,690	$2,908
Fed Tax Effort	9.95%	10.53%	11.67%	11.69%	12.06%	10.78%	11.74%	11.65%	13.03%	14.06%	13.47%	12.50%	12.31%	12.23%	12.05%	9.22%
State Taxes																$2,523
Total Allowances	$5,439	$5,979	$6,873	$7,391	$7,858	$8,144	$9,036	$10,091	$10,715	$11,971	$12,631	$12,778	$13,171	$13,574	$13,790	$15,831
Allowance % Inc	47.5%	47.4%	48.0%	48.3%	48.4%	47.6%	48.5%	49.2%	46.3%	47.1%	46.8%	45.9%	45.4%	45.2%	45.0%	50.2%
Discretionary Income	$6,007	$6,647	$7,460	$7,927	$8,378	$8,962	$9,586	$10,426	$12,419	$13,436	$14,334	$15,054	$15,846	$16,478	$16,840	$15,715
Family SEI/SAI	$1,302	$1,494	$1,738	$1,878	$2,013	$2,189	$1,007	$1,095	$1,304	$1,818	$1,980	$2,114	$2,312	$2,470	$2,560	$2,279
FSAI % Income	11.4%	11.8%	12.1%	12.3%	12.4%	12.8%	5.4%	5.3%	5.6%	7.2%	7.3%	7.6%	8.0%	8.2%	8.4%	7.2%
Student SEI/SAI	$911	$1,046	$1,217	$1,315	$1,409	$1,532	$705	$767	$913	$1,273	$1,386	$1,480	$1,618	$1,729	$1,792	$1,140
SAI % Income	8.0%	8.3%	8.5%	8.6%	8.7%	9.0%	3.8%	3.7%	3.9%	5.0%	5.1%	5.3%	5.6%	5.8%	5.9%	3.6%

TABLE A-7: DEPENDENT PELL GRANT APPLICANT ELIGIBILITY
FOR FOUR DEPENDENT CASES, 1973-74 TO 1988-89

		Academic Year 73-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89
AVERAGE COLLEGE COSTS(a)																	
Public 2 Year - Off Campus		$2,527	$2,653	$2,785	$2,925	$3,071	$3,228	$3,389	$3,879	$4,402	$4,901	$5,160	$5,582	$5,885	$6,270	$6,694	$7,138
Public 4 Year - On Campus		$2,519	$2,696	$2,877	$3,135	$3,317	$3,509	$3,835	$4,264	$4,736	$5,186	$5,533	$5,947	$6,167	$6,418	$6,732	$7,064
Private 4 Year - On Campus		$4,059	$4,289	$4,613	$5,015	$5,348	$5,808	$6,339	$7,099	$7,992	$8,800	$9,484	$10,104	$10,914	$11,539	$12,292	$13,102
D1:POVERTY LEVEL FAMILY INCOME(b)		$4,275	$4,540	$5,030	$5,500	$5,815	$6,191	$6,662	$7,412	$8,414	$9,287	$9,862	$10,178	$10,609	$10,989	$11,200	$11,536
Family SEI/SAI		$0	$0	$0	$0	$0	$0	$0	$0	$60	$69	$61	$61	$71	$79	$81	$21
Family SEI/SAI Effort		.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.7%	.7%	.6%	.6%	.7%	.7%	.7%	.2%
Public 2 Year	Pell Grant	$452	$888	$862	$888	$912	$912	$930	$930	$882	$900	$1,013	$1,275	$1,590	$1,590	$1,590	$1,770
	PG % Costs	17.9%	33.5%	31.0%	30.4%	29.7%	28.3%	26.9%	24.2%	19.7%	20.2%	19.6%	22.8%	27.0%	25.3%	23.8%	24.8%
	Net Need	$452	$888	$862	$888	$912	$912	$930	$930	$942	$1,057	$1,074	$1,336	$1,661	$1,669	$1,671	$1,791
	NN % Costs	17.9%	33.5%	31.0%	30.4%	29.7%	28.3%	26.9%	24.2%	21.0%	21.6%	20.8%	23.9%	28.2%	26.6%	25.0%	25.1%
	Unmet Need	$2,075	$1,765	$1,923	$2,037	$2,159	$2,316	$2,551	$2,941	$3,540	$3,844	$4,086	$4,246	$4,224	$4,609	$5,023	$5,347
	UN % Costs	82.1%	66.5%	69.0%	69.6%	70.3%	71.7%	73.1%	75.8%	79.0%	78.4%	79.2%	76.1%	71.8%	73.4%	75.0%	74.9%
	UN % Income	48.5%	38.9%	38.2%	37.0%	37.1%	37.4%	38.3%	39.7%	42.1%	41.4%	41.4%	41.7%	39.8%	41.9%	44.8%	46.4%
Public 4 Year	Pell Grant	$452	$900	$1,030	$1,112	$1,162	$1,212	$1,200	$1,412	$1,402	$1,604	$1,705	$1,850	$2,050	$2,050	$2,050	$2,190
	PG % Costs	17.9%	36.6%	36.1%	35.5%	35.0%	34.5%	33.6%	33.1%	31.3%	30.9%	30.8%	31.6%	33.2%	31.9%	30.5%	31.0%
	Net Need	$452	$900	$1,030	$1,112	$1,162	$1,212	$1,200	$1,412	$1,542	$1,673	$1,766	$1,911	$2,121	$2,129	$2,131	$2,211
	NN % Costs	17.9%	36.6%	36.1%	35.5%	35.0%	34.5%	33.6%	33.1%	32.6%	32.3%	31.9%	32.7%	34.4%	33.2%	31.7%	31.3%
	Unmet Need	$2,067	$1,709	$1,839	$2,023	$2,155	$2,297	$2,547	$2,852	$3,194	$3,513	$3,767	$3,936	$4,046	$4,289	$4,601	$4,853
	UN % Costs	82.1%	63.4%	63.9%	64.5%	65.0%	65.5%	66.4%	66.9%	67.4%	67.7%	68.1%	67.3%	65.6%	66.8%	68.3%	68.7%
	UN % Income	48.4%	37.6%	36.5%	36.8%	37.1%	37.1%	38.2%	38.5%	38.0%	37.8%	38.2%	38.7%	38.1%	39.0%	41.1%	42.1%
Private 4 Year	Pell Grant	$452	$1,050	$1,400	$1,400	$1,400	$1,600	$1,800	$1,800	$1,596	$1,604	$1,725	$1,850	$2,050	$2,050	$2,050	$2,200
	PG % Costs	11.1%	24.5%	30.3%	27.9%	26.2%	27.5%	28.4%	25.4%	20.0%	18.2%	18.2%	18.2%	18.8%	17.8%	16.7%	16.8%
	Net Need	$452	$1,050	$1,400	$1,400	$1,400	$1,600	$1,800	$1,800	$1,656	$1,673	$1,786	$1,911	$2,121	$2,129	$2,131	$2,221
	NN % Costs	11.1%	24.5%	30.3%	27.9%	26.2%	27.5%	28.4%	25.4%	20.7%	19.0%	18.8%	18.8%	19.4%	18.5%	17.3%	17.0%
	Unmet Need	$3,607	$3,239	$3,213	$3,615	$3,948	$4,208	$4,539	$5,299	$6,336	$7,127	$7,698	$8,273	$8,793	$9,410	$10,161	$10,881
	UN % Costs	88.9%	75.5%	69.7%	72.1%	73.8%	72.5%	71.6%	74.6%	79.3%	81.0%	81.2%	81.2%	80.6%	81.5%	82.7%	83.0%
	UN % Income	84.4%	71.3%	63.8%	65.7%	67.9%	68.0%	68.1%	71.5%	75.3%	76.7%	78.1%	81.3%	82.9%	85.6%	90.7%	94.3%
D2: BLS LOWER FAMILY BUDGET(b)		$7,306	$8,101	$9,190	$9,588	$10,041	$10,481	$11,546	$12,585	$14,044	$15,323	$16,262	$16,786	$17,500	$18,124	$18,473	$19,027
Family SEI/SAI		$525	$586	$645	$648	$669	$730	$416	$428	$554	$633	$674	$704	$753	$789	$809	$686
Family SEI/SAI Effort		7.1%	7.2%	7.0%	6.8%	6.7%	7.0%	3.6%	3.4%	3.9%	4.1%	4.1%	4.2%	4.3%	4.4%	4.4%	3.6%
Public 2 Year	Pell Grant	$263	$578	$776	$776	$726	$912	$930	$888	$882	$983	$1,013	$1,150	$1,350	$921	$1,250	$1,550
	PG % Costs	10.4%	21.8%	27.9%	26.5%	23.6%	28.3%	26.9%	22.9%	19.7%	20.1%	19.6%	20.6%	22.9%	14.7%	18.7%	21.7%
	Net Need	$788	$1,164	$1,421	$1,424	$1,395	$1,642	$1,354	$1,316	$1,436	$1,616	$1,687	$1,854	$2,103	$1,710	$2,059	$2,236
	NN % Costs	31.2%	43.9%	51.0%	48.7%	45.4%	50.9%	39.8%	33.9%	32.0%	33.0%	32.7%	33.2%	35.7%	27.2%	30.8%	31.3%
	Unmet Need	$1,739	$1,489	$1,364	$1,501	$1,676	$1,586	$2,135	$2,563	$3,046	$3,285	$3,473	$3,728	$3,782	$4,568	$4,635	$4,902
	UN % Costs	68.8%	56.1%	49.0%	51.3%	54.6%	49.1%	61.2%	66.1%	68.0%	67.0%	67.3%	66.8%	64.3%	72.8%	69.2%	68.7%
	UN % Income	23.5%	18.2%	14.8%	15.7%	16.7%	15.1%	18.5%	20.4%	21.7%	21.4%	21.4%	22.2%	21.6%	25.2%	25.1%	25.8%
Public 4 Year	Pell Grant	$263	$578	$776	$776	$726	$956	$1,200	$1,326	$1,096	$983	$1,125	$1,150	$1,350	$1,130	$1,250	$1,550
	PG % Costs	10.4%	21.4%	27.0%	24.8%	21.9%	27.2%	33.6%	31.1%	23.1%	19.0%	20.3%	19.7%	21.9%	17.6%	18.6%	21.9%
	Net Need	$788	$1,164	$1,421	$1,424	$1,395	$1,586	$1,704	$1,754	$1,650	$1,616	$1,799	$1,854	$2,103	$1,919	$2,059	$2,236
	NN % Costs	31.3%	43.2%	49.4%	45.4%	42.1%	48.0%	44.4%	41.1%	34.8%	31.2%	32.5%	31.7%	34.1%	29.9%	30.6%	31.7%
	Unmet Need	$1,731	$1,532	$1,456	$1,711	$1,922	$1,823	$2,131	$2,510	$3,086	$3,570	$3,734	$3,993	$4,064	$4,495	$4,673	$4,828
	UN % Costs	68.7%	56.8%	50.6%	54.6%	57.9%	52.0%	55.6%	58.9%	65.2%	68.8%	67.5%	68.3%	65.9%	70.1%	69.4%	68.3%
	UN % Income	23.4%	18.7%	15.8%	17.8%	19.1%	17.4%	18.5%	19.9%	22.0%	23.3%	23.0%	23.8%	23.2%	24.8%	25.3%	25.4%
Private 4 Year	Pell Grant	$263	$578	$776	$776	$726	$956	$1,376	$1,326	$1,096	$983	$1,125	$1,150	$1,350	$1,130	$1,250	$1,550
	PG % Costs	6.5%	13.5%	16.8%	15.5%	13.6%	16.5%	21.7%	18.7%	13.7%	11.2%	11.9%	11.3%	12.4%	9.6%	10.2%	11.8%
	Net Need	$788	$1,164	$1,421	$1,424	$1,395	$1,686	$1,792	$1,754	$1,650	$1,616	$1,799	$1,854	$2,103	$1,919	$2,059	$2,236
	NN % Costs	19.4%	27.1%	30.8%	28.4%	26.1%	29.0%	28.3%	24.7%	20.6%	18.4%	19.0%	18.2%	19.3%	16.6%	16.8%	17.1%
	Unmet Need	$3,271	$3,125	$3,192	$3,591	$3,953	$4,122	$4,547	$5,345	$6,342	$7,184	$7,685	$8,330	$8,811	$9,620	$10,233	$10,866
	UN % Costs	80.6%	72.9%	69.2%	71.6%	73.9%	71.0%	71.7%	75.3%	79.4%	81.6%	81.0%	81.8%	80.7%	83.4%	83.2%	82.9%
	UN % Income	44.3%	38.2%	34.7%	37.5%	39.4%	39.3%	39.4%	42.5%	45.2%	46.9%	47.3%	49.6%	50.3%	53.1%	55.4%	57.1%

(a) Data compiled by ACT from NCES, ACT, and CSAC data.
(b) Family of 4, with 1 wage earner, 1 in college, no assets.

TABLE A-7: DEPENDENT PELL GRANT APPLICANT ELIGIBILITY
FOR FOUR SAMPLE DEPENDENT CASES, 1973-74 TO 1988-89 (CONTINUED)

		Academic Year															
		73-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89
AVERAGE COLLEGE COSTS(a)																	
Public 2 Year - Off Campus		$2,527	$2,653	$2,785	$2,925	$3,071	$3,228	$3,389	$3,879	$4,402	$4,901	$5,160	$5,582	$5,885	$6,270	$6,694	$7,138
Public 4 Year - On Campus		$2,519	$2,696	$2,877	$3,135	$3,317	$3,509	$3,835	$4,264	$4,736	$5,186	$5,533	$5,947	$6,167	$6,418	$6,732	$7,064
Private 4 Year - On Campus		$4,059	$4,289	$4,613	$5,015	$5,348	$5,808	$6,339	$7,099	$7,992	$8,800	$9,494	$10,184	$10,914	$11,539	$12,232	$13,102
03 BLS INTERMEDIATE BUDGET(b)		$11,446	$12,626	$14,333	$15,318	$16,236	$17,106	$18,622	$20,517	$23,134	$25,407	$26,965	$27,832	$29,017	$30,052	$30,630	$31,549
Family SEI/SAI		$1,302	$1,494	$1,730	$1,870	$2,013	$2,189	$1,007	$1,095	$1,304	$1,810	$1,900	$2,114	$2,312	$2,470	$2,560	$2,279
Family SEI/SAI Effort		11.4%	11.8%	12.1%	12.3%	12.4%	12.8%	5.4%	5.3%	5.6%	7.2%	7.3%	7.6%	8.0%	8.2%	8.4%	7.2%
Public 2 Year	Pell Grant	$0	$0	$0	$0	$0	$0	$776	$676	$946	$0	$0	$0	$0	$0	$0	$0
	PG % Costs							22.2%	17.4%	7.7%							
	Met Need	$1,302	$1,494	$1,730	$1,870	$2,013	$2,189	$1,783	$1,771	$1,650	$1,810	$1,900	$2,114	$2,312	$2,470	$2,560	$2,279
	MN % Costs	51.5%	56.3%	62.4%	64.2%	65.5%	67.8%	51.1%	45.7%	36.8%	37.1%	38.4%	37.9%	39.3%	39.3%	38.2%	31.9%
	Unmet Need	$1,225	$1,159	$1,047	$1,047	$1,050	$1,039	$1,706	$2,108	$2,832	$3,080	$3,100	$3,460	$3,573	$3,808	$4,134	$4,859
	UN % Costs	48.5%	43.7%	37.6%	35.8%	34.5%	32.2%	48.9%	54.3%	63.2%	62.9%	61.6%	62.1%	60.7%	60.7%	61.8%	68.1%
	UN % Income	10.7%	9.2%	7.3%	6.8%	6.5%	6.1%	9.2%	10.3%	12.2%	12.1%	11.8%	12.5%	12.3%	12.7%	13.5%	15.4%
Public 4 Year	Pell Grant	$0	$0	$0	$0	$0	$0	$776	$676	$946	$0	$0	$0	$0	$0	$0	$0
	PG % Costs							20.2%	15.9%	7.3%							
	Met Need	$1,302	$1,494	$1,730	$1,870	$2,013	$2,189	$1,783	$1,771	$1,650	$1,810	$1,900	$2,114	$2,312	$2,470	$2,560	$2,279
	MN % Costs	51.7%	55.4%	60.4%	59.9%	60.7%	62.4%	46.5%	41.5%	34.8%	35.1%	35.8%	36.2%	37.5%	38.5%	38.0%	32.3%
	Unmet Need	$1,217	$1,202	$1,139	$1,257	$1,304	$1,320	$2,052	$2,493	$3,086	$3,368	$3,518	$3,718	$3,868	$3,948	$4,172	$4,789
	UN % Costs	48.3%	44.6%	39.6%	40.1%	39.3%	37.6%	53.5%	58.5%	65.2%	64.9%	64.2%	63.8%	62.5%	61.5%	62.0%	67.7%
	UN % Income	10.6%	9.5%	7.9%	8.2%	8.0%	7.7%	11.0%	12.2%	13.3%	13.3%	13.2%	13.4%	13.3%	13.1%	13.6%	15.2%
Private 4 Year	Pell Grant	$0	$0	$0	$0	$0	$0	$776	$676	$946	$0	$0	$0	$0	$0	$0	$0
	PG % Costs							12.2%	9.5%	4.3%							
	Met Need	$1,302	$1,494	$1,730	$1,870	$2,013	$2,189	$1,783	$1,771	$1,650	$1,810	$1,900	$2,114	$2,312	$2,470	$2,560	$2,279
	MN % Costs	32.1%	34.8%	37.7%	37.4%	37.6%	37.7%	28.1%	24.9%	20.6%	20.7%	20.9%	20.6%	21.2%	21.4%	20.8%	17.4%
	Unmet Need	$2,757	$2,795	$2,875	$3,137	$3,335	$3,619	$4,556	$5,328	$6,342	$6,982	$7,504	$8,070	$8,602	$9,069	$9,732	$10,823
	UN % Costs	67.9%	65.2%	62.3%	62.6%	62.4%	62.3%	71.9%	75.1%	79.4%	79.3%	79.1%	79.2%	78.8%	78.6%	79.2%	82.6%
	UN % Income	24.1%	22.1%	20.1%	20.5%	20.5%	21.2%	24.5%	26.0%	27.4%	27.5%	27.6%	29.0%	29.6%	30.2%	31.8%	34.3%
04 BLS INTERMEDIATE BUDGET(c)		$11,446	$12,626	$14,333	$15,318	$16,236	$17,106	$18,622	$20,517	$23,134	$25,407	$26,965	$27,832	$29,017	$30,052	$30,630	$31,546
Family SEI/SAI		$911	$1,046	$1,217	$1,315	$1,409	$1,532	$705	$767	$913	$1,279	$1,386	$1,480	$1,618	$1,729	$1,792	$1,140
Family SEI/SAI Effort		8.0%	8.3%	8.5%	8.6%	8.7%	9.0%	3.8%	3.7%	3.9%	5.0%	5.1%	5.3%	5.6%	5.8%	5.9%	3.6%
Public 2 Year	Pell Grant	$102	$188	$0	$0	$0	$214	$912	$880	$746	$293	$425	$450	$450	$0	$350	$1,050
	PG % Costs	4.0%	7.1%	.0%	.0%	.0%	6.6%	26.1%	22.9%	16.6%	6.0%	8.2%	8.1%	7.6%	.0%	5.2%	14.7%
	Met Need	$1,013	$1,234	$1,217	$1,315	$1,409	$1,746	$1,617	$1,655	$1,659	$1,566	$1,811	$1,930	$2,060	$1,729	$2,142	$2,190
	MN % Costs	40.1%	46.5%	43.7%	45.0%	45.9%	54.1%	46.3%	42.7%	37.0%	32.0%	35.1%	34.6%	35.1%	27.5%	32.0%	30.7%
	Unmet Need	$1,514	$1,419	$1,568	$1,610	$1,662	$1,482	$1,872	$2,224	$2,823	$3,335	$3,349	$3,652	$3,817	$4,549	$4,552	$4,948
	UN % Costs	59.9%	53.5%	56.3%	55.0%	54.1%	45.9%	53.7%	57.3%	63.0%	68.0%	64.9%	65.4%	64.9%	72.5%	68.0%	69.3%
	UN % Income	13.2%	11.2%	10.9%	10.5%	10.2%	8.7%	10.1%	10.8%	12.2%	13.1%	12.4%	13.1%	13.2%	15.1%	14.9%	15.7%
Public 4 Year	Pell Grant	$102	$188	$0	$0	$0	$214	$1,076	$976	$746	$293	$425	$450	$450	$0	$350	$1,050
	PG % Costs	4.0%	7.0%	.0%	.0%	.0%	6.1%	28.1%	22.9%	15.8%	5.6%	7.7%	7.7%	7.3%	.0%	5.2%	14.9%
	Met Need	$1,013	$1,234	$1,217	$1,315	$1,409	$1,746	$1,781	$1,743	$1,659	$1,566	$1,811	$1,930	$2,060	$1,729	$2,142	$2,190
	MN % Costs	40.2%	45.8%	42.3%	41.9%	42.5%	49.8%	46.4%	40.9%	35.0%	30.2%	32.7%	33.0%	33.5%	26.9%	31.8%	31.0%
	Unmet Need	$1,506	$1,462	$1,660	$1,820	$1,908	$1,763	$2,054	$2,521	$3,077	$3,620	$3,722	$3,917	$4,099	$4,669	$4,590	$4,874
	UN % Costs	59.8%	54.2%	57.7%	58.1%	57.5%	50.2%	53.6%	59.1%	65.0%	69.8%	67.3%	67.8%	66.5%	73.1%	68.2%	69.0%
	UN % Income	13.2%	11.6%	11.6%	11.9%	11.8%	10.3%	11.0%	12.3%	13.3%	14.2%	13.8%	14.1%	14.1%	15.6%	15.0%	15.5%
Private 4 Year	Pell Grant	$102	$188	$0	$0	$0	$214	$1,076	$976	$746	$293	$425	$450	$450	$0	$350	$1,050
	PG % Costs	2.5%	4.4%	.0%	.0%	.0%	3.7%	17.0%	13.7%	9.3%	3.3%	4.5%	4.4%	4.1%	.0%	2.8%	8.0%
	Met Need	$1,013	$1,234	$1,217	$1,315	$1,409	$1,746	$1,781	$1,743	$1,659	$1,566	$1,811	$1,930	$2,060	$1,729	$2,142	$2,190
	MN % Costs	25.0%	28.8%	26.4%	26.2%	26.3%	30.1%	28.1%	24.6%	20.8%	17.8%	19.1%	19.0%	19.9%	15.0%	17.4%	16.7%
	Unmet Need	$3,046	$3,055	$3,396	$3,700	$3,939	$4,062	$4,550	$5,356	$6,333	$7,234	$7,673	$8,254	$8,846	$9,810	$10,150	$10,912
	UN % Costs	75.0%	71.2%	73.6%	73.8%	73.7%	69.9%	71.9%	75.4%	79.2%	82.2%	80.9%	81.0%	81.1%	85.0%	82.6%	83.3%
	UN % Income	26.6%	24.2%	23.7%	24.2%	24.3%	23.7%	24.5%	26.1%	27.4%	28.5%	28.5%	29.7%	30.5%	32.6%	33.1%	34.6%

(a) Data compiled by ACT from NCES, ACT, and CSAC data.
(b) Family of 4, with 1 wage earner, 1 in college, no assets.
(c) Family of 4, with 1 wage earner, 2 in college, no assets.

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TABLE A-8

II: SAI FOR A SINGLE INDEPENDENT PELL APPLICANT
WITH INCOME AT 50% OF POVERTY LEVEL, 1974-74 TO 1988-89

Academic/Award Year	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Base/Income Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Income	$1,084	$1,154	$1,281	$1,399	$1,480	$1,576	$1,696	$1,889	$2,145	$2,365	$2,510	$2,590	$2,700	$2,797	$2,898	$3,000
Family Size Offset	$700	$850	$950	$1,000	$1,050	$1,100	$3,450	$3,850	$3,850	$4,200	$4,500	$4,700	$4,900	$5,100	$5,200	$5,300
Federal Taxes:																
Taxes	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Fed Tax Effort	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%
State Taxes																$480
Total Allowances	$700	$850	$950	$1,000	$1,050	$1,100	$3,450	$3,850	$3,850	$4,200	$4,500	$4,700	$4,900	$5,100	$5,200	$5,780
Allowance % Inc	64.6%	73.7%	74.2%	71.5%	70.9%	69.8%	203.4%	203.8%	179.5%	177.6%	179.3%	181.5%	181.5%	182.3%	179.4%	192.7%
Discretionary Income	$384	$304	$331	$399	$430	$476	-$1,754	-$1,961	-$1,705	-$1,835	-$1,990	-$2,110	-$2,200	-$2,303	-$2,302	-$2,780
Family SEI/SAI	$288	$228	$248	$299	$323	$357	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
FSAI % Income	26.6%	19.8%	19.4%	21.4%	21.8%	22.7%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%
Student SEI/SAI	$288	$228	$248	$299	$323	$357	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
SAI % Income	26.6%	19.8%	19.4%	21.4%	21.8%	22.7%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%

TABLE A-9

$12; SAI FOR A SINGLE INDEPENDENT PELL APPLICANT
WITH INCOME AT 100$ OF POVERTY LEVEL, 1973-74 TO 1988-89

Academic/Award Year	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Base/Income Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Income	$2,168	$2,307	$2,562	$2,797	$2,959	$3,152	$3,392	$3,778	$4,290	$4,729	$5,019	$5,180	$5,400	$5,593	$5,793	$6,000
Family Size Offset	$700	$850	$950	$1,000	$1,050	$1,100	$3,490	$3,850	$3,850	$4,200	$4,500	$4,700	$4,900	$5,100	$5,200	$5,300
Federal Taxes:																
Exempt/St Deduct					$2,450					$1,000	$1,000	$1,000	$1,000	$1,040	$1,080	$4,440
Taxable Income	$2,168	$2,307	$2,562	$2,797	$509					$3,729	$4,019	$4,180	$4,400	$4,553	$4,713	$1,560
Taxes	$16	$37	$72	$81	$72	$0	$25	$67	$137	$203	$220	$222	$238	$251	$258	$172
Fed Tax Effort	.74$	1.60$	2.81$	2.18$	2.43$	.00$	.74$	1.77$	3.19$	4.29$	4.38$	4.29$	4.41$	4.49$	4.45$	2.87$
State Taxes																$480
Total Allowances	$716	$887	$1,022	$1,061	$1,122	$1,100	$3,475	$3,917	$3,987	$4,403	$4,720	$4,922	$5,138	$5,351	$5,458	$5,952
Allowance $ Inc	33.0$	38.4$	39.9$	37.9$	37.9$	34.9$	102.4$	103.7$	92.9$	93.1$	94.0$	95.0$	95.1$	95.7$	94.2$	99.2$
Discretionary Income	$1,452	$1,420	$1,540	$1,736	$1,837	$2,052	-$83	-$139	$303	$326	$299	$258	$262	$242	$335	$48
Family SEI/SAI	$1,089	$1,065	$1,155	$1,302	$1,378	$1,539	$0	$0	$227	$245	$224	$194	$197	$182	$251	$36
FSAI $ Income	50.2$	46.2$	45.1$	46.5$	46.6$	48.8$	.0$	.0$	5.3$	5.2$	4.5$	3.7$	3.6$	3.3$	4.3$	.6$
Student SEI/SAI	$1,089	$1,065	$1,155	$1,302	$1,378	$1,539	$0	$0	$227	$245	$224	$194	$197	$182	$251	$36
SAI $ Income	50.2$	46.2$	45.1$	46.5$	46.6$	48.8$	.0$	.0$	5.3$	5.2$	4.5$	3.7$	3.6$	3.3$	4.3$	.6$

TABLE A-10

13: SAI FOR AN UNMARRIED PELL APPLICANT WITH DEPENDENT
WITH INCOME AT 100% OF POVERTY LEVEL, 1973-74 TO 1988-89

Academic/Award Year	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Base/Income Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Income	$2,808	$2,984	$3,312	$3,617	$3,826	$4,072	$4,383	$4,878	$5,537	$6,111	$6,487	$6,697	$6,983	$7,231	$7,488	$7,754
Family Size Offset	$2,800	$3,050	$3,400	$3,650	$3,850	$4,100	$4,450	$5,000	$5,000	$5,450	$5,800	$6,000	$6,200	$6,400	$6,500	$6,700
Federal Taxes:																
Exempt/St Deduct					$3,200					$2,000	$2,000	$2,000	$2,000	$2,080	$2,160	$6,340
Taxable Income	$2,808	$2,984	$3,312	$3,617	$626					$4,111	$4,487	$4,697	$4,983	$5,151	$5,328	$1,414
Taxes	$2	$23	$74	$74	$89	$0	$26	$81	$174	$252	$263	$267	$300	$312	$319	$155
Fed Tax Effort	.07%	.77%	2.23%	2.05%	2.33%	.00%	.59%	1.66%	3.14%	4.12%	4.05%	3.99%	4.30%	4.31%	4.26%	2.00%
State Taxes																$620
Total Allowances	$2,802	$3,073	$3,474	$3,724	$3,939	$4,100	$4,476	$5,081	$5,174	$5,702	$6,063	$6,267	$6,500	$6,712	$6,819	$7,475
Allowance % Inc	99.8%	103.0%	104.9%	103.0%	103.0%	100.7%	102.1%	104.2%	93.4%	93.3%	93.5%	93.6%	93.1%	92.8%	91.1%	96.4%
Discretionary Income	$6	-$89	-$162	-$107	-$113	-$28	-$93	-$203	$363	$409	$424	$430	$483	$519	$669	$279
Family SEI/SAI	$2	$0	$0	$0	$0	$0	$0	$0	$91	$102	$106	$108	$121	$130	$167	$31
FSAI % Income	.1%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	1.6%	1.7%	1.6%	1.6%	1.7%	1.8%	2.2%	.4%
Student SEI/SAI	$2	$0	$0	$0	$0	$0	$0	$0	$91	$102	$106	$108	$121	$130	$167	$31
SAI % Income	.1%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	1.6%	1.7%	1.6%	1.6%	1.7%	1.8%	2.2%	.4%

TABLE A-11:

14: SAI FOR A MARRIED PELL APPLICANT, 1 IN COLLEGE,
WITH INCOME AT 150% OF POVERTY LEVEL, 1973-74 TO 1988-89

Academic/Award Year	1973-74	1974-75	1975-76	1976-77	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
Base/Income Year	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	1986	1987
Income	$4,212	$4,476	$4,968	$5,426	$5,739	$6,108	$6,575	$7,317	$8,306	$9,167	$9,731	$10,046	$10,475	$10,847	$11,232	$11,631
Family Size Offset	$2,800	$3,050	$3,400	$3,650	$3,850	$4,100	$4,450	$5,000	$5,000	$5,450	$5,800	$6,000	$6,200	$6,400	$6,500	$6,700
Federal Taxes:																
Exempt/St Deduct					$3,600					$2,000	$2,000	$2,000	$2,000	$2,080	$2,160	$7,560
Taxable Income	$4,212	$4,476	$4,968	$5,426	$2,139					$7,167	$7,731	$8,046	$8,475	$8,767	$9,072	$4,071
Taxes	$204	$241	$318	$294	$312	$134	$201	$270	$426	$555	$566	$568	$606	$624	$643	$491
Fed Tax Effort	4.84%	5.38%	6.40%	5.42%	5.44%	2.19%	3.06%	3.69%	5.13%	6.05%	5.82%	5.65%	5.79%	5.75%	5.72%	4.22%
State Taxes																$930
Total Allowances	$3,004	$3,291	$3,718	$3,944	$4,162	$4,234	$4,651	$5,270	$5,426	$6,005	$6,366	$6,568	$6,806	$7,024	$7,143	$8,121
Allowance % Inc	71.3%	73.5%	74.8%	72.7%	72.5%	69.3%	70.7%	72.0%	65.3%	65.5%	65.4%	65.4%	65.0%	64.8%	63.6%	69.8%
Discretionary Income	$1,208	$1,185	$1,250	$1,482	$1,577	$1,874	$1,924	$2,047	$2,880	$3,162	$3,365	$3,478	$3,669	$3,823	$4,089	$3,510
Family SEI/SAI	$604	$593	$625	$741	$789	$937	$962	$512	$720	$791	$841	$870	$917	$956	$1,022	$2,633
FSAI % Income	14.3%	13.2%	12.6%	13.7%	13.7%	15.3%	14.6%	7.0%	8.7%	8.6%	8.6%	8.7%	8.8%	8.8%	9.1%	22.6%
Student SEI/SAI	$604	$593	$625	$741	$789	$937	$962	$512	$720	$791	$841	$870	$917	$956	$1,022	$2,633
SAI % Income	14.3%	13.2%	12.6%	13.7%	13.7%	15.3%	14.6%	7.0%	8.7%	8.6%	8.6%	8.7%	8.8%	8.8%	9.1%	22.6%

TABLE A-12: INDEPENDENT PELL GRANT APPLICANT ELIGIBILITY
AT TYPICAL FAMILY SIZES AND INCOME LEVELS, 1973-74 TO 1988-89

		Academic Year 73-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89
AVERAGE COLLEGE COSTS(a)																	
Public 2 Year - Off Campus		$2,525	$2,653	$2,785	$2,925	$3,071	$3,228	$3,489	$3,879	$4,482	$4,901	$5,160	$5,582	$5,885	$6,278	$6,694	$7,138
Public 4 Year - On Campus		$2,519	$2,696	$2,877	$3,135	$3,317	$3,509	$3,835	$4,264	$4,736	$5,186	$5,533	$5,847	$6,167	$6,418	$6,732	$7,064
Private 4 Year - On Campus		$4,059	$4,289	$4,613	$5,015	$5,348	$5,808	$6,339	$7,099	$7,992	$8,800	$9,484	$10,184	$10,914	$11,539	$12,292	$13,102
I1: FAMILY SIZE = 1, INCOME = 50% OF POVERTY LEVEL		$1,084	$1,154	$1,281	$1,399	$1,480	$1,576	$1,696	$1,889	$2,145	$2,365	$2,510	$2,590	$2,700	$2,797	$2,898	$3,000
Family SEI/SAI		$288	$228	$248	$299	$323	$357	$0	$0	$0	$0	$0	$0	$0	$0	$0	$0
Family SEI/SAI Effort		26.6%	19.8%	19.4%	21.4%	21.8%	22.7%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	.0%
Public 2 Year	Pell Grant	$363	$776	$862	$888	$912	$912	$938	$888	$882	$988	$1,013	$1,275	$1,590	$1,590	$1,590	$1,770
	PG % Costs	14.4%	29.2%	31.0%	30.4%	29.7%	28.3%	26.9%	22.9%	19.7%	20.2%	19.6%	22.8%	27.0%	25.3%	23.8%	24.8%
	Net Need	$651	$1,004	$1,110	$1,187	$1,235	$1,269	$938	$888	$882	$988	$1,013	$1,275	$1,590	$1,590	$1,590	$1,770
	NN % Costs	25.8%	37.8%	39.9%	40.6%	40.2%	39.3%	26.9%	22.9%	19.7%	20.2%	19.6%	22.8%	27.0%	25.3%	23.8%	24.8%
	Unmet Need	$1,874	$1,649	$1,675	$1,738	$1,836	$1,959	$2,551	$2,991	$3,600	$3,913	$4,147	$4,307	$4,295	$4,688	$5,104	$5,368
	UN % Costs	74.2%	62.2%	60.1%	59.4%	59.8%	60.7%	73.1%	77.1%	80.3%	79.8%	80.4%	77.2%	73.0%	74.7%	76.2%	75.2%
	UN % Income	172.9%	142.9%	130.8%	124.2%	124.1%	124.3%	150.4%	158.3%	167.8%	165.5%	165.2%	166.3%	159.1%	167.6%	176.1%	178.9%
Public 4 Year	Pell Grant	$363	$876	$1,038	$1,112	$1,076	$1,212	$1,288	$1,362	$1,482	$1,674	$1,800	$1,900	$2,100	$2,100	$2,100	$2,190
	PG % Costs	14.4%	32.5%	36.1%	35.5%	32.4%	34.5%	33.6%	31.9%	31.3%	32.3%	32.5%	32.5%	34.1%	32.7%	31.2%	31.0%
	Net Need	$651	$1,104	$1,286	$1,411	$1,399	$1,569	$1,288	$1,362	$1,482	$1,674	$1,800	$1,900	$2,100	$2,100	$2,100	$2,190
	NN % Costs	25.8%	41.6%	46.2%	48.2%	45.6%	48.6%	36.9%	35.1%	33.1%	34.2%	34.9%	34.0%	35.7%	33.5%	31.4%	30.7%
	Unmet Need	$1,868	$1,592	$1,591	$1,724	$1,918	$1,940	$2,547	$2,902	$3,254	$3,512	$3,733	$3,947	$4,067	$4,318	$4,632	$4,874
	UN % Costs	74.2%	59.1%	55.3%	55.0%	57.8%	55.3%	66.4%	68.1%	68.7%	67.7%	67.5%	67.5%	65.9%	67.3%	68.8%	69.0%
	UN % Income	172.3%	138.0%	124.2%	123.2%	129.6%	123.1%	150.2%	153.6%	151.7%	148.5%	148.7%	152.4%	150.6%	154.4%	159.8%	162.5%
Private 4 Year	Pell Grant	$363	$882	$1,176	$1,126	$1,076	$1,312	$1,800	$1,750	$1,670	$1,674	$1,800	$1,900	$2,100	$2,100	$2,100	$2,200
	PG % Costs	8.9%	20.6%	25.5%	22.5%	20.1%	22.6%	28.4%	24.7%	20.9%	19.0%	19.0%	18.7%	19.2%	18.2%	17.1%	16.8%
	Net Need	$651	$1,110	$1,424	$1,425	$1,399	$1,669	$1,800	$1,750	$1,670	$1,674	$1,800	$1,900	$2,100	$2,100	$2,100	$2,200
	NN % Costs	16.0%	25.9%	30.9%	28.4%	26.2%	28.7%	28.4%	24.7%	20.9%	19.0%	19.0%	18.7%	19.2%	18.2%	17.1%	16.8%
	Unmet Need	$3,408	$3,179	$3,189	$3,590	$3,949	$4,139	$4,539	$5,349	$6,322	$7,126	$7,684	$8,284	$8,814	$9,439	$10,192	$10,902
	UN % Costs	84.0%	74.1%	69.1%	71.6%	73.8%	71.3%	71.6%	75.3%	79.1%	81.0%	81.0%	81.3%	80.8%	81.8%	82.9%	83.2%
	UN % Income	314.4%	275.5%	248.9%	256.6%	266.8%	262.6%	267.6%	283.2%	294.7%	301.3%	306.1%	319.8%	326.4%	337.5%	351.7%	363.4%
I2: FAMILY SIZE = 1, INCOME = 100% OF POVERTY LEVEL		$2,168	$2,307	$2,562	$2,797	$2,959	$3,152	$3,392	$3,778	$4,290	$4,729	$5,019	$5,180	$5,400	$5,593	$5,793	$6,000
Family SEI/SAI		$1,089	$1,065	$1,155	$1,302	$1,378	$1,539	$0	$0	$227	$245	$224	$194	$197	$182	$251	$36
Family SEI/SAI Effort		50.2%	46.2%	45.1%	46.5%	46.6%	48.8%	.0%	.0%	5.3%	5.2%	4.5%	3.7%	3.6%	3.3%	4.3%	.6%
Public 2 Year	Pell Grant	$70	$162	$226	$0	$0	$214	$938	$888	$882	$988	$1,013	$1,275	$1,590	$1,590	$1,590	$1,770
	PG % Costs	2.8%	6.1%	8.1%	.0%	.0%	6.6%	26.9%	22.9%	19.7%	20.2%	19.6%	22.8%	27.0%	25.3%	23.8%	24.8%
	Net Need	$1,159	$1,227	$1,381	$1,302	$1,378	$1,753	$938	$888	$1,109	$1,233	$1,237	$1,469	$1,787	$1,772	$1,841	$1,806
	NN % Costs	45.9%	46.2%	49.6%	44.5%	44.9%	54.3%	26.9%	22.9%	24.7%	25.2%	24.0%	26.3%	30.4%	28.2%	27.5%	25.3%
	Unmet Need	$1,366	$1,426	$1,404	$1,623	$1,693	$1,475	$2,551	$2,991	$3,373	$3,668	$3,923	$4,113	$4,098	$4,506	$4,853	$5,332
	UN % Costs	54.1%	53.8%	50.4%	55.5%	55.1%	45.7%	73.1%	77.1%	75.3%	74.8%	76.0%	73.7%	69.6%	71.8%	72.5%	74.7%
	UN % Income	63.0%	61.8%	54.8%	58.0%	57.2%	46.8%	75.2%	79.2%	78.6%	77.6%	78.2%	79.4%	75.9%	80.6%	83.8%	88.9%
Public 4 Year	Pell Grant	$70	$162	$226	$0	$0	$214	$1,288	$1,362	$1,446	$1,465	$1,575	$1,750	$1,950	$1,950	$1,850	$2,190
	PG % Costs	2.8%	6.0%	7.9%	.0%	.0%	6.1%	33.6%	31.9%	30.5%	28.2%	28.5%	29.9%	31.6%	30.4%	27.5%	31.0%
	Net Need	$1,159	$1,227	$1,381	$1,302	$1,378	$1,753	$1,288	$1,362	$1,673	$1,710	$1,799	$1,944	$2,147	$2,132	$2,101	$2,226
	NN % Costs	46.0%	45.5%	48.0%	41.5%	41.5%	50.0%	33.6%	31.9%	35.3%	33.0%	32.5%	33.2%	34.8%	33.2%	31.2%	31.5%
	Unmet Need	$1,360	$1,469	$1,496	$1,833	$1,939	$1,756	$2,547	$2,902	$3,063	$3,476	$3,734	$3,903	$4,020	$4,286	$4,631	$4,838
	UN % Costs	54.0%	54.5%	52.0%	58.5%	58.5%	50.0%	66.4%	68.1%	64.7%	67.0%	67.5%	66.8%	65.2%	66.8%	68.8%	68.5%
	UN % Income	62.7%	63.7%	58.4%	65.5%	65.5%	55.7%	75.1%	76.8%	71.4%	73.5%	74.4%	75.3%	74.4%	76.6%	79.9%	80.6%
Private 4 Year	Pell Grant	$70	$162	$226	$0	$0	$214	$1,800	$1,750	$1,446	$1,465	$1,575	$1,750	$1,950	$1,950	$1,850	$2,200
	PG % Costs	1.7%	3.8%	4.9%	.0%	.0%	3.7%	28.4%	24.7%	18.1%	16.6%	16.6%	17.2%	17.9%	16.9%	15.1%	16.8%
	Net Need	$1,159	$1,227	$1,381	$1,302	$1,378	$1,753	$1,800	$1,750	$1,673	$1,710	$1,799	$1,944	$2,147	$2,132	$2,101	$2,236
	NN % Costs	28.6%	28.6%	29.9%	26.0%	25.8%	30.2%	28.4%	24.7%	20.9%	19.4%	19.0%	19.1%	19.7%	18.5%	17.1%	17.1%
	Unmet Need	$2,900	$3,062	$3,232	$3,713	$3,970	$4,055	$4,539	$5,349	$6,319	$7,090	$7,685	$8,240	$8,767	$9,407	$10,191	$10,866
	UN % Costs	71.4%	71.4%	70.1%	74.0%	74.2%	69.8%	71.6%	75.3%	79.1%	80.6%	81.0%	80.9%	80.3%	81.5%	82.9%	82.9%
	UN % Income	133.8%	132.7%	126.2%	132.7%	134.2%	128.6%	133.8%	141.6%	147.3%	149.9%	153.1%	159.1%	162.4%	168.2%	175.9%	181.1%

(a) Data compiled from NCES, ACT and CSAC surveys.

TABLE A-12: INDEPENDENT PELL GRANT APPLICANT ELIGIBILITY AT TYPICAL FAMILY SIZES AND INCOME LEVELS, 1973-74 TO 1988-89 (CONTINUED)

		Academic Year															
		73-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89
AVERAGE COLLEGE COSTS(a)																	
Public 2 Year - Off Campus		$2,525	$2,653	$2,785	$2,925	$3,071	$3,228	$3,489	$3,879	$4,482	$4,901	$5,160	$5,582	$5,885	$6,278	$6,694	$7,138
Public 4 Year - On Campus		$2,519	$2,696	$2,877	$3,135	$3,317	$3,509	$3,835	$4,264	$4,736	$5,186	$5,533	$5,847	$6,167	$6,418	$6,732	$7,064
Private 4 Year - On Campus		$4,059	$4,289	$4,613	$5,015	$5,348	$5,808	$6,339	$7,099	$7,992	$8,800	$9,484	$10,184	$10,914	$11,539	$12,292	$13,102
I3: FAMILY SIZE = 2, UNMARRIED, INCOME = 100% OF POVERTY LEVEL		$2,808	$2,984	$3,312	$3,617	$3,826	$4,072	$4,383	$4,878	$5,537	$6,111	$6,487	$6,697	$6,983	$7,231	$7,488	$7,754
Family SEI/SAI		$2	$0	$0	$0	$0	$0	$0	$0	$91	$102	$106	$108	$121	$130	$167	$31
Family SEI/SAI Effort		.1%	.0%	.0%	.0%	.0%	.0%	.0%	.0%	2.0%	2.1%	2.1%	1.9%	2.1%	2.1%	2.5%	.4%
Public 2 Year	Pell Grant	$443	$888	$862	$888	$912	$912	$938	$888	$882	$988	$1,013	$1,275	$1,590	$1,590	$1,590	$1,770
	PG % Costs	17.5%	33.5%	31.0%	30.4%	29.7%	28.3%	26.9%	22.9%	19.7%	20.2%	19.6%	22.8%	27.0%	25.3%	23.8%	24.8%
	Met Need	$445	$888	$862	$888	$912	$912	$938	$888	$973	$1,090	$1,119	$1,383	$1,711	$1,720	$1,757	$1,801
	MN % Costs	17.6%	33.5%	31.0%	30.4%	29.7%	28.3%	26.9%	22.9%	21.7%	22.2%	21.7%	24.8%	29.1%	27.4%	26.2%	25.2%
	Unmet Need	$2,080	$1,765	$1,923	$2,037	$2,159	$2,316	$2,551	$2,991	$3,509	$3,811	$4,041	$4,199	$4,174	$4,558	$4,937	$5,337
	UN % Costs	82.4%	66.5%	69.0%	69.6%	70.3%	71.7%	73.1%	77.1%	78.3%	77.8%	78.3%	75.2%	70.9%	72.6%	73.8%	74.8%
	UN % Income	74.1%	59.1%	58.1%	56.3%	56.4%	56.9%	58.2%	61.3%	63.4%	62.4%	62.3%	62.7%	59.8%	63.0%	65.9%	68.8%
Public 4 Year	Pell Grant	$443	$988	$1,038	$1,112	$1,162	$1,212	$1,288	$1,362	$1,482	$1,651	$1,675	$1,750	$1,950	$1,950	$1,950	$2,190
	PG % Costs	17.6%	36.6%	36.1%	35.5%	35.0%	34.5%	33.6%	31.9%	31.3%	31.8%	30.3%	29.9%	31.6%	30.4%	29.0%	31.0%
	Met Need	$445	$988	$1,038	$1,112	$1,162	$1,212	$1,288	$1,362	$1,573	$1,753	$1,781	$1,858	$2,071	$2,080	$2,117	$2,221
	MN % Costs	17.7%	36.6%	36.1%	35.5%	35.0%	34.5%	33.6%	31.9%	33.2%	33.8%	32.2%	31.8%	33.6%	32.4%	31.4%	31.4%
	Unmet Need	$2,074	$1,708	$1,839	$2,023	$2,155	$2,297	$2,547	$2,902	$3,163	$3,433	$3,752	$3,989	$4,096	$4,338	$4,615	$4,843
	UN % Costs	82.3%	63.4%	63.9%	64.5%	65.0%	65.5%	66.4%	68.1%	66.8%	66.2%	67.8%	68.2%	66.4%	67.6%	68.6%	68.6%
	UN % Income	73.9%	57.2%	55.5%	55.9%	56.3%	56.4%	58.1%	59.5%	57.1%	56.2%	57.8%	59.6%	58.7%	60.0%	61.6%	62.5%
Private 4 Year	Pell Grant	$443	$1,050	$1,400	$1,400	$1,400	$1,580	$1,800	$1,750	$1,596	$1,651	$1,675	$1,750	$1,950	$1,950	$1,950	$2,200
	PG % Costs	10.9%	24.5%	30.3%	27.9%	26.2%	27.2%	28.4%	24.7%	20.0%	18.8%	17.7%	17.2%	17.9%	16.9%	15.9%	16.8%
	Met Need	$445	$1,050	$1,400	$1,400	$1,400	$1,580	$1,800	$1,750	$1,687	$1,753	$1,781	$1,858	$2,071	$2,080	$2,117	$2,231
	MN % Costs	11.0%	24.5%	30.3%	27.9%	26.2%	27.2%	28.4%	24.7%	21.1%	19.9%	18.8%	18.2%	19.0%	18.0%	17.2%	17.0%
	Unmet Need	$3,614	$3,239	$3,213	$3,615	$3,948	$4,228	$4,539	$5,349	$6,305	$7,047	$7,703	$8,326	$8,843	$9,459	$10,175	$10,871
	UN % Costs	89.0%	75.5%	69.7%	72.1%	73.8%	72.8%	71.6%	75.3%	78.9%	80.1%	81.2%	81.8%	81.0%	82.0%	82.8%	83.0%
	UN % Income	128.7%	108.5%	97.0%	99.9%	103.2%	103.8%	103.6%	109.7%	113.9%	115.3%	118.7%	124.3%	126.6%	130.8%	135.9%	140.2%
I4: FAMILY SIZE = 2, MARRIED, INCOME = 150% OF POVERTY		$4,212	$4,476	$4,968	$5,426	$5,739	$6,108	$6,575	$7,317	$8,306	$9,167	$9,731	$10,046	$10,475	$10,847	$11,232	$11,631
Family SEI/SAI		$604	$593	$625	$741	$789	$937	$962	$512	$720	$791	$841	$870	$917	$956	$1,022	$2,633
Family SEI/SAI Effort		14.3%	13.2%	12.6%	13.7%	13.7%	15.3%	14.6%	7.0%	8.7%	8.6%	8.6%	8.7%	8.8%	8.8%	9.1%	22.6%
Public 2 Year	Pell Grant	$217	$578	$776	$676	$626	$758	$826	$888	$882	$858	$975	$1,050	$1,150	$565	$1,050	$0
	PG % Costs	8.6%	21.8%	27.9%	23.1%	20.4%	23.5%	23.7%	22.9%	19.7%	17.5%	18.9%	18.8%	19.5%	9.0%	15.7%	.0%
	Met Need	$821	$1,171	$1,401	$1,417	$1,415	$1,695	$1,788	$1,400	$1,602	$1,649	$1,816	$1,920	$2,067	$1,521	$2,072	$2,633
	MN % Costs	32.5%	44.1%	50.3%	48.4%	46.1%	52.5%	51.2%	36.1%	35.7%	33.6%	35.2%	34.4%	35.1%	24.2%	31.0%	36.9%
	Unmet Need	$1,704	$1,482	$1,384	$1,508	$1,656	$1,533	$1,701	$2,479	$2,880	$3,252	$3,344	$3,662	$3,818	$4,757	$4,622	$4,505
	UN % Costs	67.5%	55.9%	49.7%	51.6%	53.9%	47.5%	48.8%	63.9%	64.3%	66.4%	64.8%	65.6%	64.9%	75.8%	69.0%	63.1%
	UN % Income	40.5%	33.1%	27.9%	27.8%	28.9%	25.1%	25.9%	33.9%	34.7%	35.5%	34.4%	36.5%	36.4%	43.9%	41.2%	38.7%
Public 4 Year	Pell Grant	$217	$578	$776	$676	$626	$758	$826	$1,226	$946	$858	$975	$1,050	$1,150	$565	$1,050	$0
	PG % Costs	8.6%	21.4%	27.0%	21.6%	18.9%	21.6%	21.5%	28.8%	20.0%	16.5%	17.6%	18.0%	18.6%	8.8%	15.6%	.0%
	Met Need	$821	$1,171	$1,401	$1,417	$1,415	$1,695	$1,788	$1,738	$1,666	$1,649	$1,816	$1,920	$2,067	$1,521	$2,072	$2,633
	MN % Costs	32.6%	43.4%	48.7%	45.2%	42.7%	48.3%	46.6%	40.8%	35.2%	31.8%	32.8%	32.8%	33.5%	23.7%	30.8%	37.3%
	Unmet Need	$1,698	$1,525	$1,476	$1,718	$1,902	$1,814	$2,047	$2,526	$3,070	$3,537	$3,717	$3,927	$4,100	$4,897	$4,660	$4,431
	UN % Costs	67.4%	56.6%	51.3%	54.8%	57.3%	51.7%	53.4%	59.2%	64.8%	68.2%	67.2%	67.2%	66.5%	76.3%	69.2%	62.7%
	UN % Income	40.3%	34.1%	29.7%	31.7%	33.1%	29.7%	31.1%	34.5%	37.0%	38.6%	38.2%	39.1%	39.1%	45.1%	41.5%	38.1%
Private 4 Year	Pell Grant	$217	$578	$776	$676	$626	$758	$826	$1,226	$946	$858	$975	$1,050	$1,150	$565	$1,050	$0
	PG % Costs	5.3%	13.5%	16.8%	13.5%	11.7%	13.1%	13.0%	17.3%	11.8%	9.8%	10.3%	10.3%	10.5%	4.9%	8.5%	.0%
	Met Need	$821	$1,171	$1,401	$1,417	$1,415	$1,695	$1,788	$1,738	$1,666	$1,649	$1,816	$1,920	$2,067	$1,521	$2,072	$2,633
	MN % Costs	20.2%	27.3%	30.4%	28.3%	26.5%	29.2%	28.2%	24.5%	20.8%	18.7%	19.1%	18.9%	18.9%	13.2%	16.9%	20.1%
	Unmet Need	$3,238	$3,118	$3,212	$3,598	$3,933	$4,113	$4,551	$5,361	$6,326	$7,151	$7,668	$8,264	$8,847	$10,018	$10,220	$10,469
	UN % Costs	79.8%	72.7%	69.6%	71.7%	73.5%	70.8%	71.8%	75.5%	79.2%	81.3%	80.9%	81.1%	81.1%	86.8%	83.1%	79.9%
	UN % Income	76.9%	69.7%	64.7%	66.3%	68.5%	67.3%	69.2%	73.3%	76.2%	78.0%	78.8%	82.3%	84.5%	92.4%	91.0%	90.0%

(a) Data compiled from NCES, ACT and CSAC surveys.

TABLE A-13

PELL BUDGETS USED IN STUDY

	Academic/Award Year															
	73-74	74-75	75-76	76-77	77-78	78-79	79-80	80-81	81-82	82-83	83-84	84-85	85-86	86-87	87-88	88-89
PUBLIC 2-YEAR COLLEGE - LIVING OFF CAMPUS																
Tuition & Fees	$274	$277	$245	$283	$306	$327	$355	$385	$432	$473	$528	$584	$620	$650	$681	$713
Books & Misc	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$0
Living Allowance	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,100	$1,600	$1,600	$1,600	$1,600	$2,200
Pell Budget	$1,774	$1,777	$1,745	$1,783	$1,806	$1,827	$1,855	$1,885	$1,932	$1,973	$2,028	$2,584	$2,620	$2,650	$2,681	$2,913
PUBLIC 4-YEAR COLLEGE - LIVING ON CAMPUS																
Tuition & Fees	$463	$448	$469	$564	$596	$622	$662	$721	$813	$936	$1,052	$1,117	$1,200	$1,270	$1,344	$1,422
Books & Misc.	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$0
Room & Board	$1,043	$1,110	$1,188	$1,264	$1,336	$1,405	$1,536	$1,699	$1,888	$2,096	$2,233	$2,401	$2,550	$2,670	$2,796	$2,200
Pell Budget	$1,906	$1,958	$2,057	$2,228	$2,332	$2,427	$2,598	$2,820	$3,101	$3,432	$3,685	$3,918	$4,150	$4,340	$4,540	$3,622
PRIVATE 4-YEAR COLLEGE - LIVING ON CAMPUS																
Tuition & Fees	$1,925	$1,954	$2,084	$2,351	$2,520	$2,771	$3,020	$3,390	$3,855	$4,329	$4,726	$5,135	$5,550	$6,000	$6,486	$7,011
Books & Misc.	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$400	$0
Room & Board	$1,115	$1,202	$1,301	$1,363	$1,448	$1,555	$1,679	$1,859	$2,094	$2,317	$2,518	$2,714	$2,950	$3,070	$3,195	$2,200
Pell Budget	$3,440	$3,556	$3,785	$4,114	$4,368	$4,726	$5,099	$5,649	$6,349	$7,046	$7,644	$8,249	$8,900	$9,470	$10,081	$9,211

TABLE A-14

CHANGE IN PELL GRANT ELIGIBILITY FOR A DEPENDENT APPLICANT, FAMILY SIZE IS 4, 1 IN COLLEGE, AT DIFFERENT INCOME LEVELS AND COLLEGE TYPES, BETWEEN 1987-88 AND 1988-89

	Family Income (1986)													
	$0	$4,000	$8,000	$10,000	$12,000	$14,000	$16,000	$18,000	$20,000	$22,000	$24,000	$26,000	$28,000	$30,000
1987-88 Eligibility														
Family Size Offset	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100
Federal Taxes (1986):														
Exemptions ($1080)	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320
Taxable Income	-$4,320	-$320	$3,680	$5,680	$7,680	$9,680	$11,680	$13,680	$15,680	$17,680	$19,680	$21,680	$23,680	$25,680
Federal Taxes	$0	$0	$1	$221	$458	$727	$1,007	$1,304	$1,624	$1,952	$2,312	$2,672	$3,107	$3,547
Discretionary Income	-$10,100	-$6,100	-$2,101	-$321	$1,442	$3,173	$4,893	$6,596	$8,276	$9,948	$11,588	$13,228	$14,793	$16,353
Family SAI	$0	$0	$0	$0	$159	$349	$538	$757	$976	$1,193	$1,486	$1,781	$2,083	$2,438
Student SAI	$0	$0	$0	$0	$159	$349	$538	$757	$976	$1,193	$1,486	$1,781	$2,083	$2,438
Pell Grant:														
Public 2-Year	$1,590	$1,590	$1,590	$1,590	$1,590	$1,590	$1,550	$1,350	$1,150	$950	$650	$350	$0	$0
Public 4-Year	$2,100	$2,100	$2,100	$2,100	$1,950	$1,750	$1,550	$1,350	$1,150	$950	$650	$350	$0	$0
Private 4-Year	$2,100	$2,100	$2,100	$2,100	$1,950	$1,750	$1,550	$1,350	$1,150	$950	$650	$350	$0	$0
	Family Income (1987)													
	$0	$4,184	$8,368	$10,460	$12,552	$14,644	$16,736	$18,828	$20,920	$23,012	$25,104	$27,196	$29,288	$31,380
1988-89 Eligibility														
Family Size Offset	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400
Federal Taxes (1987):														
Exemptions ($1900)	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600
Standard Deduction	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760
Taxable Income	-$11,360	-$7,176	-$2,992	-$900	$1,192	$3,284	$5,376	$7,468	$9,560	$11,652	$13,744	$15,836	$17,928	$20,020
Federal Taxes	$0	$0	$0	$0	$131	$371	$686	$1,024	$1,316	$1,631	$1,939	$2,186	$2,569	$2,884
State Taxes (8%)	$0	$335	$669	$837	$1,004	$1,172	$1,339	$1,506	$1,674	$1,841	$2,008	$2,176	$2,343	$2,510
Discretionary Income	-$10,400	-$6,551	-$2,701	-$777	$1,017	$2,701	$4,311	$5,898	$7,530	$9,140	$10,757	$12,434	$13,976	$15,586
Family SAI	$0	$0	$0	$0	$112	$297	$474	$667	$879	$1,088	$1,336	$1,638	$1,916	$2,247
Student SAI	$0	$0	$0	$0	$112	$297	$474	$667	$879	$1,088	$1,336	$1,638	$1,916	$2,247
Pell Grant:														
Public 2-Year	$1,770	$1,770	$1,770	$1,770	$1,770	$1,770	$1,750	$1,550	$1,350	$1,150	$850	$550	$250	$0
Public 4-Year	$2,190	$2,190	$2,190	$2,190	$2,050	$1,950	$1,750	$1,550	$1,350	$1,150	$850	$550	$250	$0
Private 4-Year	$2,200	$2,200	$2,200	$2,200	$2,050	$1,950	$1,750	$1,550	$1,350	$1,150	$850	$550	$250	$0
Change in Pell Grant														
Public 2-Year	$180	$180	$180	$180	$180	$180	$200	$200	$200	$200	$200	$200	$250	$0
Public 4-Year	$90	$90	$90	$90	$100	$200	$200	$200	$200	$200	$200	$200	$250	$0
Private 4-Year	$100	$100	$100	$100	$100	$200	$200	$200	$200	$200	$200	$200	$250	$0

TABLE A-15
CHANGE IN PELL GRANT ELIGIBILITY FOR A DEPENDENT APPLICANT, FAMILY SIZE IS 4, 2 IN COLLEGE, AT DIFFERENT INCOME LEVELS AND COLLEGE TYPES, BETWEEN 1987-88 AND 1988-89

	Family Income (1986)										
	$0	$4,000	$8,000	$12,000	$16,000	$20,000	$24,000	$28,000	$32,000	$36,000	$40,000
1987-88 Eligibility											
Family Size Offset	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100	$10,100
Federal Taxes (1986):											
Exemptions ($1080)	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320	$4,320
Taxable Income	-$4,320	-$320	$3,680	$7,680	$11,680	$15,680	$19,680	$23,680	$27,680	$31,680	$35,680
Federal Taxes	$0	$0	$1	$458	$1,007	$1,624	$2,312	$3,107	$4,021	$5,021	$6,123
Discretionary Income	-$10,100	-$6,100	-$2,101	$1,442	$4,893	$8,276	$11,588	$14,793	$17,879	$20,879	$23,777
Family SAI	$0	$0	$0	$159	$538	$976	$1,486	$2,083	$2,820	$3,570	$4,294
Student SAI	$0	$0	$0	$111	$377	$683	$1,040	$1,458	$1,974	$2,499	$3,006
Pell Grant:											
Public 2-Year	$1,590	$1,590	$1,590	$1,590	$1,590	$1,450	$1,050	$650	$0	$0	$0
Public 4-Year	$2,100	$2,100	$2,100	$1,950	$1,750	$1,450	$1,050	$650	$0	$0	$0
Private 4-Year	$2,100	$2,100	$2,100	$1,950	$1,750	$1,450	$1,050	$650	$0	$0	$0

	Family Income (1987)										
	$0	$4,184	$8,368	$12,552	$16,736	$20,920	$25,104	$29,288	$33,472	$37,656	$41,840
1988-89 Eligibility											
Family Size Offset	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400	$10,400
Federal Taxes (1987):											
Exemptions ($1900)	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600	$7,600
Standard Deduction	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760
Taxable Income	-$11,360	-$7,176	-$2,992	$1,192	$5,376	$9,560	$13,744	$17,928	$22,112	$26,296	$30,480
Federal Taxes	$0	$0	$0	$131	$686	$1,316	$1,939	$2,569	$3,119	$3,821	$4,759
State Taxes (8%)	$0	$335	$669	$1,004	$1,339	$1,674	$2,008	$2,343	$2,678	$3,012	$3,347
Discretionary Income	-$10,400	-$6,551	-$2,701	$1,017	$4,311	$7,530	$10,757	$13,976	$17,275	$20,423	$23,334
Family SAI	$0	$0	$0	$112	$474	$879	$1,336	$1,916	$2,669	$3,456	$4,184
Student SAI	$0	$0	$0	$56	$237	$440	$668	$958	$1,334	$1,728	$2,092
Pell Grant:											
Public 2-Year	$1,770	$1,770	$1,770	$1,770	$1,770	$1,750	$1,550	$1,250	$850	$450	$0
Public 4-Year	$2,190	$2,190	$2,190	$2,150	$1,950	$1,750	$1,550	$1,250	$850	$450	$0
Private 4-Year	$2,200	$2,200	$2,200	$2,150	$1,950	$1,750	$1,550	$1,250	$850	$450	$0
Change in Pell Grant											
Public 2-Year	$180	$180	$180	$180	$180	$300	$500	$600	$850	$450	$0
Public 4-Year	$90	$90	$90	$200	$200	$300	$500	$600	$850	$450	$0
Private 4-Year	$100	$100	$100	$200	$200	$300	$500	$600	$850	$450	$0

TABLE A-16:
CHANGE IN PELL GRANT ELIGIBILITY FOR A SINGLE INDEPENDENT APPLICANT
AT DIFFERENT INCOME LEVELS AND COLLEGE TYPES
BETWEEN 1987-88 AND 1988-89

	Income (1986)													
	$0	$2,000	$4,000	$6,000	$7,000	$8,000	$9,000	$10,000	$11,000	$12,000	$13,000	$14,000	$15,000	$20,000
1987-88 Eligibility														
Family Size Offset	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200	$5,200
Federal Taxes (1986):														
Exemptions ($1080)	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080	$1,080
Taxable Income	-$1,080	$920	$2,920	$4,920	$5,920	$6,920	$7,920	$8,920	$9,920	$10,920	$11,920	$12,920	$13,920	$18,920
Federal Taxes	$0	$0	$48	$285	$425	$565	$714	$864	$1,022	$1,182	$1,347	$1,527	$1,707	$2,789
Discretionary Income	-$5,200	-$3,200	-$1,248	$515	$1,375	$2,235	$3,086	$3,936	$4,778	$5,618	$6,453	$7,273	$8,093	$12,011
Student SAI	$0	$0	$0	$386	$1,031	$1,676	$2,315	$2,952	$3,584	$4,214	$4,840	$5,455	$6,070	$9,009
Pell Grant:														
Public 2-Year	$1,590	$1,590	$1,590	$1,590	$1,050	$450	$0	$0	$0	$0	$0	$0	$0	$0
Public 4-Year	$2,100	$2,100	$2,100	$1,750	$1,050	$450	$0	$0	$0	$0	$0	$0	$0	$0
Private 4-Year	$2,100	$2,100	$2,100	$1,750	$1,050	$450	$0	$0	$0	$0	$0	$0	$0	$0

	Income (1987)													
	$0	$2,092	$4,184	$6,276	$7,322	$8,368	$9,414	$10,460	$11,506	$12,552	$13,598	$14,644	$15,690	$20,920
1988-89 Eligibility														
Family Size Offset	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300	$5,300
Federal Taxes (1987):														
Exemptions ($1900)	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900	$1,900
Standard Deduction	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540
Taxable Income	-$4,440	-$2,348	-$256	$1,836	$2,882	$3,928	$4,974	$6,020	$7,066	$8,112	$9,158	$10,204	$11,250	$16,480
Federal Taxes	$0	$0	$0	$204	$361	$517	$674	$832	$989	$1,147	$1,304	$1,462	$1,612	$2,399
State Taxes (8%)	$0	$167	$335	$502	$586	$669	$753	$837	$920	$1,004	$1,088	$1,172	$1,255	$1,674
Discretionary Income	-$5,300	-$3,375	-$1,451	$270	$1,075	$1,882	$2,687	$3,491	$4,297	$5,101	$5,906	$6,710	$7,523	$11,547
Student SAI	$0	$0	$0	$203	$806	$1,412	$2,015	$2,618	$3,223	$3,826	$4,430	$5,033	$5,642	$8,660
Pell Grant:														
Public 2-Year	$1,770	$1,770	$1,770	$1,770	$1,350	$750	$0	$0	$0	$0	$0	$0	$0	$0
Public 4-Year	$2,190	$2,190	$2,190	$1,950	$1,350	$750	$0	$0	$0	$0	$0	$0	$0	$0
Private 4-Year	$2,200	$2,200	$2,200	$1,950	$1,350	$750	$0	$0	$0	$0	$0	$0	$0	$0
Change in Pell Grant														
Public 2-Year	$180	$180	$180	$180	$300	$300	$0	$0	$0	$0	$0	$0	$0	$0
Public 4-Year	$90	$90	$90	$200	$300	$300	$0	$0	$0	$0	$0	$0	$0	$0
Private 4-Year	$100	$100	$100	$200	$300	$300	$0	$0	$0	$0	$0	$0	$0	$0

TABLE A-17

CHANGE IN PELL GRANT ELIGIBILITY FOR AN INDEPENDENT APPLICANT
WHO IS MARRIED, NO CHILDREN AND ONE IN COLLEGE
AT DIFFERENT INCOME LEVELS AND COLLEGE TYPES BETWEEN 1987-88 AND 1988-89

	Income (1986)													
	$0	$2,000	$4,000	$6,000	$7,000	$8,000	$9,000	$10,000	$11,000	$12,000	$13,000	$14,000	$15,000	$20,000
1987-88 Eligibility														
Family Size Offset	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500
Federal Taxes (1986):														
Exemptions ($1080)	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160
Taxable Income	-$2,160	-$160	$1,840	$3,840	$4,840	$5,840	$6,840	$7,840	$8,840	$9,840	$10,840	$11,840	$12,840	$17,840
Federal Taxes	$0	$0	$0	$17	$127	$237	$356	$476	$608	$748	$888	$1,028	$1,168	$1,979
Discretionary Income	-$6,500	-$4,500	-$2,500	-$517	$373	$1,263	$2,144	$3,024	$3,892	$4,752	$5,612	$6,472	$7,332	$11,521
Student SAI	$0	$0	$0	$0	$93	$316	$536	$756	$973	$1,188	$1,403	$1,618	$1,833	$2,880
Pell Grant:														
Public 2-Year	$1,590	$1,590	$1,590	$1,590	$1,590	$1,590	$1,550	$1,350	$1,150	$950	$650	$450	$250	$0
Public 4-Year	$2,100	$2,100	$2,100	$2,100	$2,050	$1,750	$1,550	$1,350	$1,150	$950	$650	$450	$250	$0
Private 4-Year	$2,100	$2,100	$2,100	$2,100	$2,050	$1,750	$1,550	$1,350	$1,150	$950	$650	$450	$250	$0

	Income (1987)													
	$0	$2,092	$4,184	$6,276	$7,322	$8,368	$9,414	$10,460	$11,506	$12,552	$13,598	$14,644	$15,690	$20,920
1988-89 Eligibility														
Family Size Offset	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700
Federal Taxes (1987):														
Exemptions ($1900)	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800
Standard Deduction	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760
Taxable Income	-$7,560	-$5,468	-$3,376	-$1,284	-$238	$808	$1,854	$2,900	$3,946	$4,992	$6,038	$7,084	$8,130	$13,360
Federal Taxes	$0	$0	$0	$0	$0	$89	$205	$318	$469	$626	$784	$941	$1,099	$1,886
State Taxes (8%)	$0	$167	$335	$502	$586	$669	$753	$837	$920	$1,004	$1,088	$1,172	$1,255	$1,674
Discretionary Income	-$6,700	-$4,775	-$2,851	-$926	$36	$910	$1,756	$2,605	$3,417	$4,222	$5,026	$5,831	$6,636	$10,660
Student SAI	$0	$0	$0	$0	$27	$683	$1,317	$1,954	$2,563	$3,167	$3,770	$4,373	$4,977	$7,995
Pell Grant:														
Public 2-Year	$1,770	$1,770	$1,770	$1,770	$1,770	$1,550	$850	$250	$0	$0	$0	$0	$0	$0
Public 4-Year	$2,190	$2,190	$2,190	$2,190	$2,150	$1,550	$850	$250	$0	$0	$0	$0	$0	$0
Private 4-Year	$2,200	$2,200	$2,200	$2,200	$2,150	$1,550	$850	$250	$0	$0	$0	$0	$0	$0
Change in Pell Grant														
Public 2-Year	$180	$180	$180	$180	$180	-$40	-$700	-$1,100	-$1,150	-$950	-$650	-$450	-$250	$0
Public 4-Year	$90	$90	$90	$90	$100	-$200	-$700	-$1,100	-$1,150	-$950	-$650	-$450	-$250	$0
Private 4-Year	$100	$100	$100	$100	$100	-$200	-$700	-$1,100	-$1,150	-$950	-$650	-$450	-$250	$0

TABLE A-18

CHANGE IN PELL GRANT ELIGIBILITY FOR AN INDEPENDENT APPLICANT
WHO IS MARRIED, WITH ONE CHILD, ONE IN COLLEGE
AT DIFFERENT INCOME LEVELS AND COLLEGE TYPES BETWEEN 1987-88 AND 1988-89

	Income (1986)													
	$0	$4,000	$8,000	$10,000	$12,000	$14,000	$16,000	$18,000	$20,000	$22,000	$24,000	$26,000	$28,000	$30,000
1987-88 Eligibility														
Family Size Offset	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000	$8,000
Federal Taxes (1986):														
Exemptions ($1080)	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240	$3,240
Taxable Income	-$3,240	$760	$4,760	$6,760	$8,760	$10,760	$12,760	$14,760	$16,760	$18,760	$20,760	$22,760	$24,760	$26,760
Federal Taxes	$0	$0	$122	$350	$601	$881	$1,161	$1,480	$1,800	$2,150	$2,510	$2,909	$3,349	$3,796
Discretionary Income	-$8,000	-$4,000	-$122	$1,650	$3,399	$5,119	$6,839	$8,520	$10,200	$11,850	$13,490	$15,091	$16,651	$18,204
Student SAI	$0	$0	$0	$413	$850	$1,280	$1,710	$2,130	$2,550	$2,963	$3,373	$3,773	$4,163	$4,551
Pell Grant:														
Public 2-Year	$1,590	$1,590	$1,590	$1,590	$1,250	$850	$350	$0	$0	$0	$0	$0	$0	$0
Public 4-Year	$2,100	$2,100	$2,100	$1,650	$1,250	$850	$350	$0	$0	$0	$0	$0	$0	$0
Private 4-Year	$2,100	$2,100	$2,100	$1,650	$1,250	$850	$350	$0	$0	$0	$0	$0	$0	$0

	Income (1987)													
	$0	$4,184	$8,368	$10,460	$12,552	$14,644	$16,736	$18,828	$20,920	$23,012	$25,104	$27,196	$29,288	$31,380
1988-89 Eligibility														
Family Size Offset	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100	$8,100
Federal Taxes (1987):														
Exemptions ($1900)	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700	$5,700
Standard Deduction	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760	$3,760
Taxable Income	-$9,460	-$5,276	-$1,092	$1,000	$3,092	$5,184	$7,276	$9,368	$11,460	$13,552	$15,644	$17,736	$19,828	$21,920
Federal Taxes	$0	$0	$0	$109	$341	$656	$971	$1,286	$1,601	$1,916	$2,231	$2,539	$2,854	$3,169
State Taxes (8%)	$0	$335	$669	$837	$1,004	$1,172	$1,339	$1,506	$1,674	$1,841	$2,008	$2,176	$2,343	$2,510
Discretionary Income	-$8,100	-$4,251	-$401	$1,414	$3,107	$4,716	$6,326	$7,936	$9,260	$11,155	$12,765	$14,381	$15,991	$17,601
Student SAI	$0	$0	$0	$156	$342	$519	$722	$932	$1,104	$1,408	$1,698	$1,989	$2,348	$2,750
Pell Grant:														
Public 2-Year	$1,770	$1,770	$1,770	$1,770	$1,770	$1,650	$1,450	$1,250	$1,050	$750	$550	$250	$0	$0
Public 4-Year	$2,190	$2,190	$2,190	$2,050	$1,850	$1,650	$1,450	$1,250	$1,050	$750	$550	$250	$0	$0
Private 4-Year	$2,200	$2,200	$2,200	$2,050	$1,850	$1,650	$1,450	$1,250	$1,050	$750	$550	$250	$0	$0
Change in Pell Grant														
Public 2-Year	$180	$180	$180	$180	$520	$800	$1,100	$1,250	$1,150	$750	$550	$250	$0	$0
Public 4-Year	$90	$90	$90	$400	$600	$800	$1,100	$1,250	$1,150	$750	$550	$250	$0	$0
Private 4-Year	$100	$100	$100	$400	$600	$800	$1,100	$1,250	$1,150	$750	$550	$250	$0	$0

TABLE A-19

CHANGE IN PELL GRANT ELIGIBILITY FOR AN INDEPENDENT APPLICANT
WHO IS NOT MARRIED AND HAS A DEPENDENT CHILD
AT DIFFERENT INCOME LEVELS AND COLLEGE TYPES BETWEEN 1987-88 AND 1988-89

	Income (1986)													
	$0	$4,000	$8,000	$10,000	$12,000	$14,000	$16,000	$18,000	$20,000	$22,000	$24,000	$26,000	$28,000	$30,000
1987-88 Eligibility														
Family Size Offset	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500	$6,500
Federal Taxes (1986):														
Exemptions ($1080)	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160	$2,160
Taxable Income	-$2,160	$1,840	$5,840	$7,840	$9,840	$11,840	$13,840	$15,840	$17,840	$19,840	$21,840	$23,840	$25,840	$27,840
Federal Taxes	$0	$0	$379	$621	$928	$1,268	$1,619	$1,979	$2,372	$2,779	$3,259	$3,739	$4,238	$4,798
Employment Expense	$0	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500
Discretionary Income	-$6,500	-$4,000	-$379	$1,379	$3,072	$4,732	$6,381	$8,021	$9,628	$11,221	$12,741	$14,261	$15,762	$17,202
Student SAI	$0	$0	$0	$345	$768	$1,183	$1,595	$2,005	$2,407	$2,805	$3,185	$3,565	$3,941	$4,301
Pell Grant:														
Public 2-Year	$1,590	$1,590	$1,590	$1,590	$1,350	$950	$550	$0	$0	$0	$0	$0	$0	$0
Public 4-Year	$2,100	$2,100	$2,100	$1,750	$1,350	$950	$550	$0	$0	$0	$0	$0	$0	$0
Private 4-Year	$2,100	$2,100	$2,100	$1,750	$1,350	$950	$550	$0	$0	$0	$0	$0	$0	$0

	Income (1987)													
	$0	$4,184	$8,368	$10,460	$12,552	$14,644	$16,736	$18,828	$20,920	$23,012	$25,104	$27,196	$29,288	$31,380
1988-89 Eligibility														
Family Size Offset	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700	$6,700
Federal Taxes (1987):														
Exemptions ($1900)	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800	$3,800
Standard Deduction	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540	$2,540
Taxable Income	-$6,340	-$2,156	$2,028	$4,120	$6,212	$8,304	$10,396	$12,488	$14,580	$16,672	$18,764	$20,856	$22,948	$25,040
Federal Taxes	$0	$0	$224	$519	$834	$1,149	$1,456	$1,771	$2,086	$2,401	$2,716	$3,031	$3,339	$3,917
State Taxes (8%)	$0	$335	$669	$837	$1,004	$1,172	$1,339	$1,506	$1,674	$1,841	$2,008	$2,176	$2,343	$2,510
Employment Expense	$0	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500	$1,500
Discretionary Income	-$6,700	-$4,351	-$725	$904	$2,514	$4,123	$5,741	$7,351	$8,960	$10,570	$12,180	$13,789	$15,406	$16,753
Student SAI	$0	$0	$0	$99	$277	$454	$646	$856	$1,024	$1,303	$1,592	$1,882	$2,202	$2,538
Pell Grant:														
Public 2-Year	$2,200	$2,200	$2,200	$2,150	$1,950	$1,750	$1,550	$1,350	$1,150	$850	$650	$350	$0	$0
Public 4-Year	$2,200	$2,200	$2,200	$2,150	$1,950	$1,750	$1,550	$1,350	$1,150	$850	$650	$350	$0	$0
Private 4-Year	$2,200	$2,200	$2,200	$2,150	$1,950	$1,750	$1,550	$1,350	$1,150	$850	$650	$350	$0	$0
Change in Pell Grant														
Public 2-Year	$610	$610	$610	$560	$600	$800	$1,000	$1,350	$1,150	$850	$650	$350	$0	$0
Public 4-Year	$100	$100	$100	$400	$600	$800	$1,000	$1,350	$1,150	$850	$650	$350	$0	$0
Private 4-Year	$100	$100	$100	$400	$600	$800	$1,000	$1,350	$1,150	$850	$650	$350	$0	$0